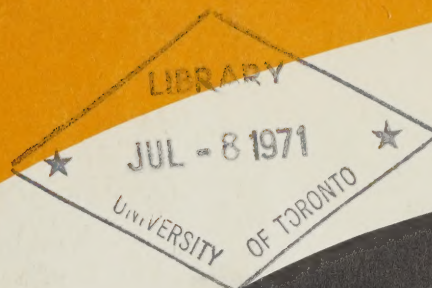


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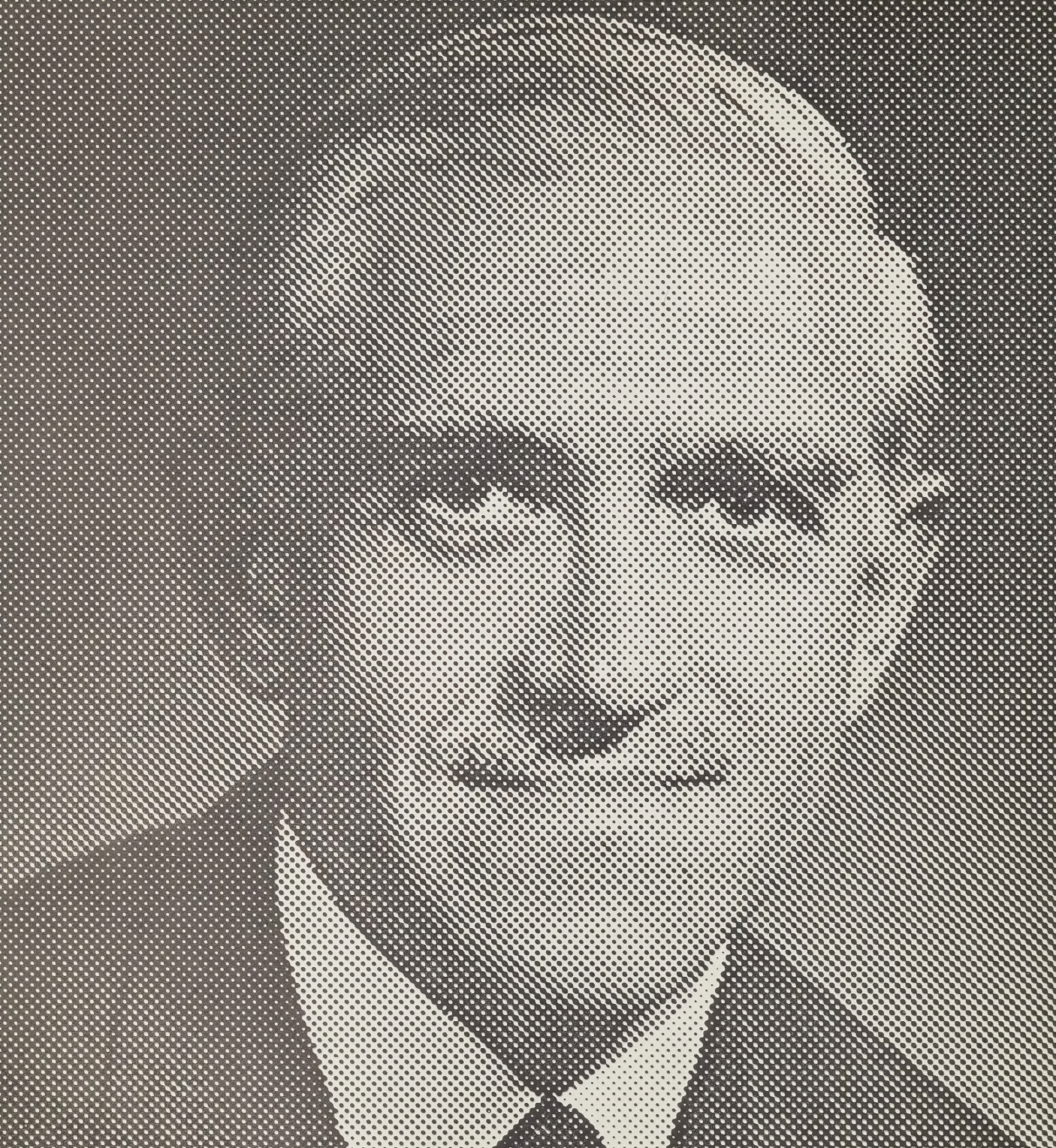
1970 annual report

ONTARIO, DEPARTMENT OF MUNICIPAL AFFAIRS



1970
annual
report

ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS



HONOURABLE DALTON BALES, Q.C.
MINISTER OF MUNICIPAL AFFAIRS
AND MEMBER OF LEGISLATIVE ASSEMBLY FOR YORK MILLS



801 Bay Street
Toronto 5, Ontario

April 19, 1971

To His Honour
the Lieutenant-Governor of the
Province of Ontario

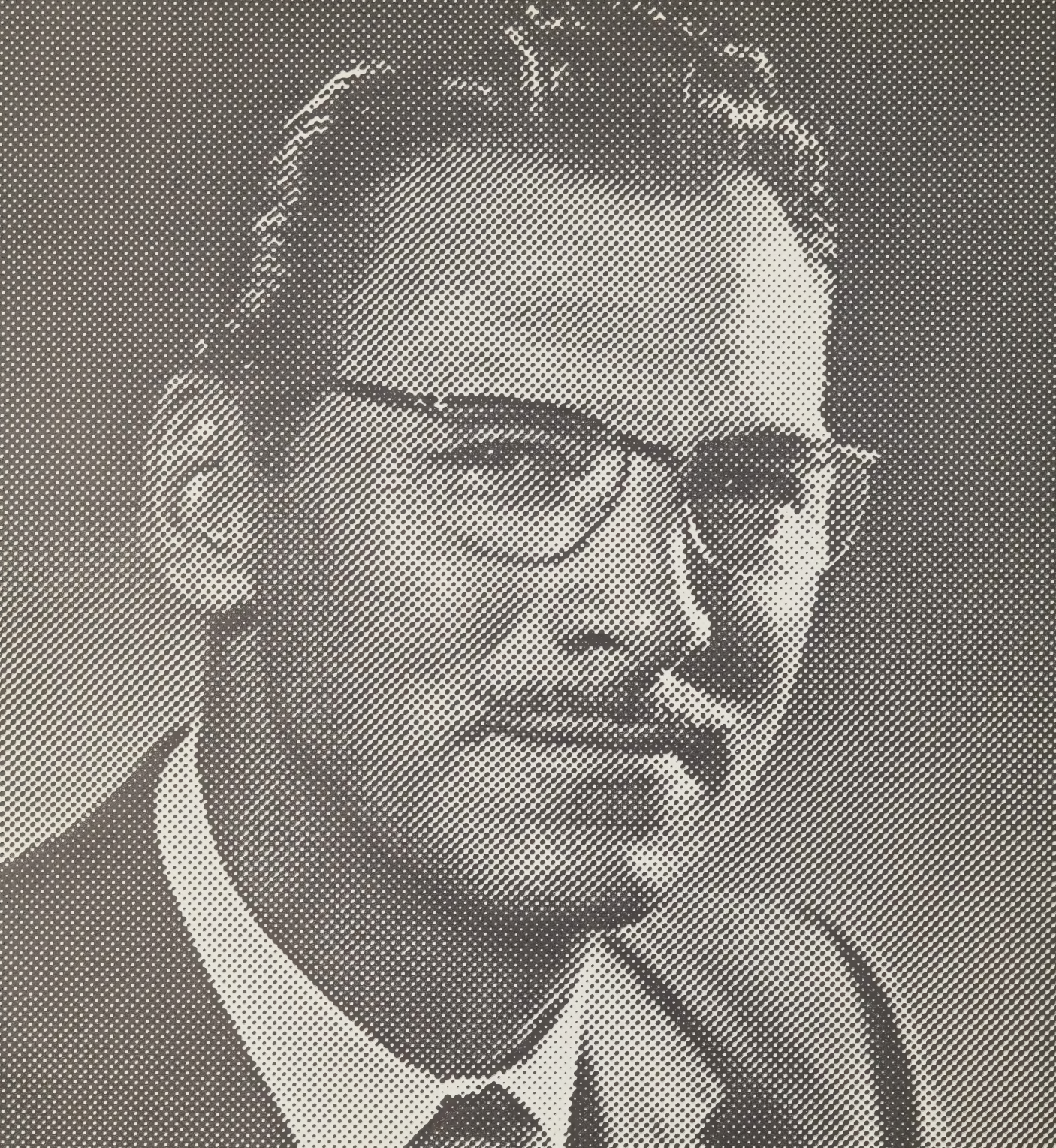
May it please Your Honour:

The undersigned has the privilege of submitting for the information of
Your Honour and the Legislative Assembly, the Annual Report of the
Department of Municipal Affairs for the year ending December 31,
1970.

All of which is respectfully submitted

A handwritten signature in blue ink that reads "Dalton Bales".

Honourable Dalton Bales, Q.C.
Minister



TO THE HONOURABLE DALTON BALES, Q.C.
MINISTER OF MUNICIPAL AFFAIRS.

I am honoured to present the 37th annual report of the Department of Municipal Affairs for the year ending December 31, 1970, in accordance with section 5 of The Department of Municipal Affairs Act.

The Department maintained and improved its range of advisory and administrative services to the municipalities. A significant development was the new direction and impetus given to the Department's role as a counselling partner following the historic Provincial-Municipal Conference last May.

The Department implemented several important programs designed to enhance the quality and capacity of municipal life in Ontario. Two regional governments — in York and Muskoka — were established to give local people better systems of local government.

Three programs were administered by the Department to alleviate the pressures of local taxes on farmers, residential property owners, and needy pensioners. Several grant programs were directed at providing municipalities with additional financial resources. The financial viability of municipalities is a matter of continuing study.

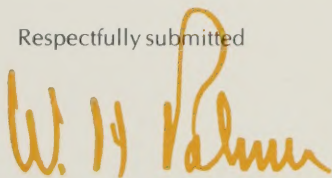
A unique challenge was the absorption of nearly 2,000 municipal assessors on staff. The market value assessment of all properties is well underway to achieve fair and equitable assessment by 1975.

A continuing review of municipal planning practices and decisions was maintained. Guidance was provided as required. Responsibilities for land division approval were extended under The Planning Act. Greater planning control was vested in the elected councils of newly created regional governments.

A number of internal projects and programs were undertaken to improve efficiency, to control costs, and to maintain services. A senior management priority was identification of Department objectives to further advance our capability to serve and strengthen local governments.

The achievements of this active and productive year would not have been possible without the continuing dedication and untiring efforts of the Department staff.

Respectfully submitted



W. H. Palmer
Deputy Minister

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directory

minister of municipal affairs

executive assistant

deputy minister

executive officers

program analysis coordinator

assistant deputy minister

general municipal counsel

executive director, administration & finance division

director, administrative services branch

director, personnel branch

director, accounts branch

executive director, assessment division

director, assessment education branch

director, assessment standards branch

area director, eastern assessment area

area director, Lake Ontario assessment area

area director, Metropolitan assessment area

area director, central assessment area

area director, Grand River-Niagara assessment area

area director, south western assessment area

area director, northern assessment area

director, community planning branch

director, law branch

director, municipal accounting

director, municipal finance branch

director, municipal organization & administration branch

director, municipal research branch

director, municipal subsidies branch

director, systems development branch

HON. DALTON BALES, Q.C.

H. A. MUNRO

W. H. PALMER

V. BOZZER

A. N. DUNNE

A. S. BRONSKILL

PAUL HICKEY

C. W. YATES, Q.C.

W. G. RITCHIE

G. W. EDWARDS

R. A. QUIRK

R. G. FERGUSON

P. G. GILLIS

E. R. BAILEY

A. N. MACKAY

A. RICARD

R. H. CRAIG

W. J. LETTNER

C. J. MADGETT

T. G. BOYD

W. P. SIMPSON

G. T. JOHNSTON

D. F. TAYLOR

J. W. BELL, Q.C.

A. W. REEVE

E. M. FLEMING

A. T. BUTLER

S. J. CLASKY

M. D. TREWIN

J. A. ORR

organization

ASSESSMENT
REVIEW
COURT

GENERAL
MUNICIPAL
COUNSEL

EXECUTIVE DIRECTOR
ADMINISTRATION AND
FINANCE DIVISION

DIRECTOR
LAW
BRANCH

DIRECTOR
MUNICIPAL FINANCE
BRANCH

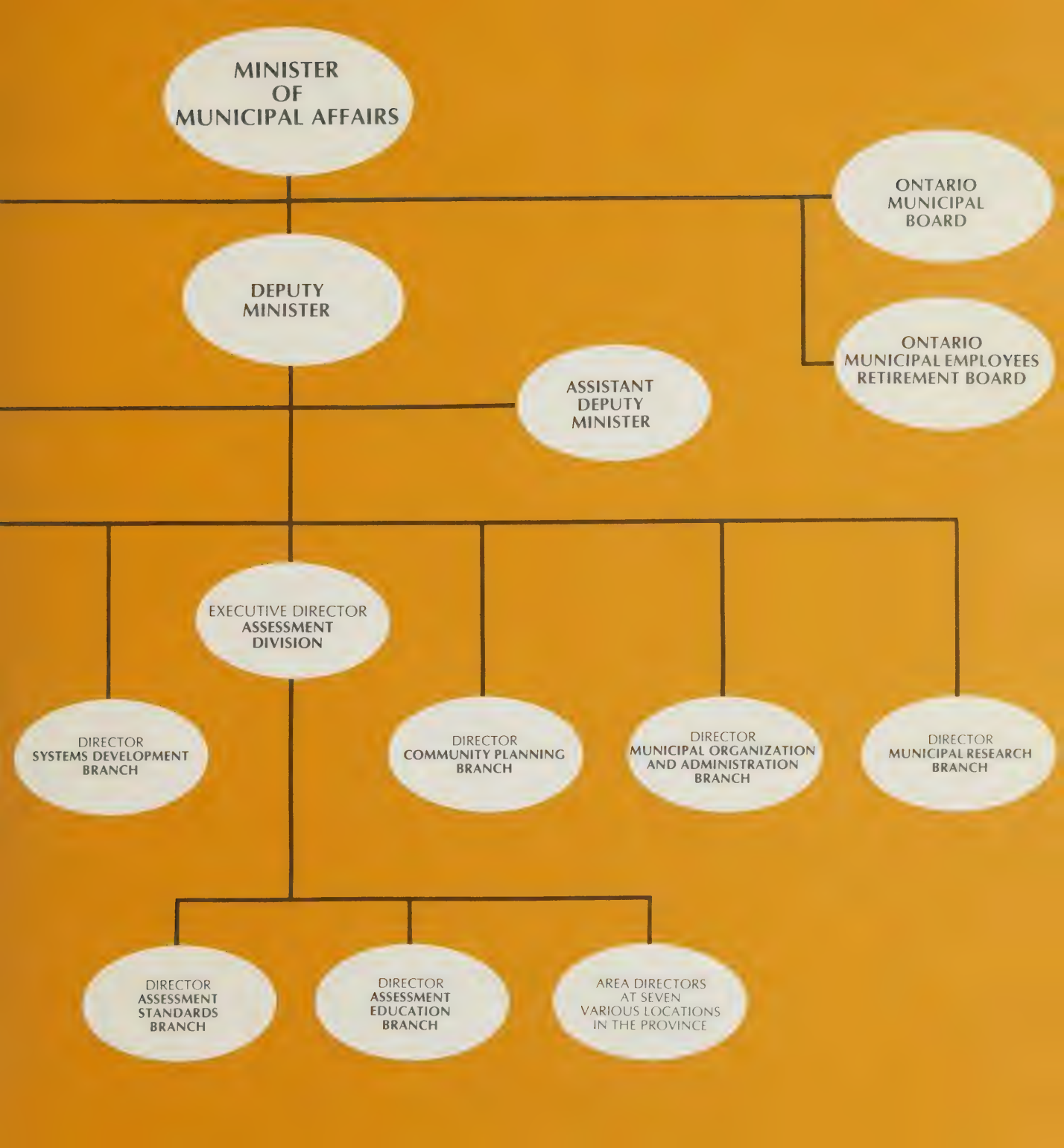
DIRECTOR
MUNICIPAL ACCOUNTING
BRANCH

DIRECTOR
MUNICIPAL SUBSIDIES
BRANCH

DIRECTOR
PERSONNEL
BRANCH

DIRECTOR
ADMINISTRATIVE
SERVICES
BRANCH

DIRECTOR
ACCOUNTS
BRANCH





provincial
municipal
conference
1970

The highlight of the year for this Department was the First Ontario Provincial-Municipal Conference, held from April 22 to 24 at the Ontario Science Centre in Toronto. The Conference was the first formal meeting between the provincial and municipal governments of Ontario since the local government system was established by the Baldwin Act of 1849.

The significance of the Conference was that, for the first time, municipal and provincial representatives sat down to discuss issues facing local government in the 1970s. As a result, a new concept of the partnership and mutual respect between the province and all of the municipalities in Ontario emerged.

More than 400 delegates representing municipal councils, municipal organizations, regional development councils and other local and regional groups attended the historic Conference. They were joined by members of the Ontario Legislature, Ontario civil servants, and observers from several other provinces. Media coverage was extensive.

The idea of the Conference was first conceived in January, 1970, and the Province asked municipal people to participate in the planning. The municipalities appointed 15 representatives to the Municipal Liaison Committee, which met with the Provincial elected and staff members to work out the format, agenda, and invitations. This combined committee met on a number of occasions through February, March and April.

Topics for discussion were agreed upon and a short discussion paper was delivered on each topic by one provincial cabinet minister and one municipal delegate.

Keynote addresses were given by former Prime Minister John Robarts and Mayor E. V. Swain of Kingston. Mr. Robarts emphasized the need for a working partnership between the province and the municipalities. Mayor Swain expressed municipal hopes for greater provincial help in meeting the problems that municipalities are facing, particularly as a result of rapid urbanization, escalating servicing costs, and increases in education expenditures. Mayor Swain urged the Province to undertake a study of the services that a municipality needs. He then called for a complete re-examination of the division of responsibilities and finances so that municipalities would have resources compatible with their functions.

Similar discussions were held on the provincial budgetary outlook, municipal finance, regional government, regional development, education, and citizen participation in community development. The majority of the discussion time was taken up by the topics related to the financial and jurisdictional difficulties being experienced by municipal governments. This became the central theme of the municipal delegates and was repeated again and again, most succinctly by Mayor D. G. Newman of Whitby on the final day of the Conference. He pointed out "that there

are municipal people today who recognize in their participation here, a responsibility to share in the solutions of the problems that affect us both . . . But I must pose the immediate question: Does this government understand the level of expectation it has raised in calling this Conference? He said much more will be needed in the way of increased capital financing help, increased access to new forms of taxation and a much more rapid reform of municipal government.

The Conference ended on a hopeful note. It was not expected that firm agreements would be reached since the meeting was planned as an exchange of views. Mr. Robarts, in his closing remarks, said "the experience we have shared in the last two days had made it easier for us to understand our respective roles, to understand a little more about how they should fit together, where they do not and the necessity of us working more closely together as we head into the challenges that lie ahead of us."

The Prime Minister asked the Minister of Municipal Affairs and the Provincial Treasurer to meet with the Municipal Liaison Committee to assess the work of the Conference, to make recommendations about the organization of future Conferences, and to explore ways in which the Province and the municipalities can co-ordinate their activities more fully. Cabinet Ministers have held a number of subsequent meetings with this group and more are planned.

A filmed summary of the Conference is available from the Department of Municipal Affairs.

major acts administered by the department

The Assessment Act*
The Department of Municipal Affairs Act*
The Drainage Act*
The City of the Lakehead Act*
The Line Fences Act*
The Local Improvement Act*
The Moosonee Development Area Board Act, 1966
The Municipal Act*
The Municipal and School Tax Credit Assistance Act, 1967
The Municipal Arbitrations Act
The Municipal Corporations Quieting Orders Act
The Municipal Franchise Extension Act
The Municipal Franchises Act
The Municipal Subsidies Adjustment Act
The Municipal Tax Assistance Act
The Municipal Unconditional Grants Act
The Municipal Works Assistance Act
The Municipality of Metropolitan Toronto Act*
The Ontario Municipal Board Act*
The Ontario Municipal Employees Retirement System Act, 1961-62
The Planning Act*
The Pounds Act
The Public Parks Act*
The Public Utilities Act*
The Regional Municipality of Niagara Act
The Regional Municipality of Ottawa-Carleton Act, 1968
The Residential Property Tax Reduction Act, 1968
The Territorial Division Act
The District Municipality of Muskoka Act, 1970
The Regional Municipality of York Act, 1970

***consolidation**

law

focus

Responsibilities of the Law Branch involve

- ☐ developing the Department's legislation
- ☐ providing advice and legal opinions
- ☐ preparing legal documents
- ☐ representing the Department and the Minister at Ontario Municipal Board hearings

At the 1970 Session of the Legislature, some 25 separate statutes were introduced by the Minister and received Royal Assent. Two of these statutes establish the Regional Municipality of York and the District Municipality of Muskoka and provide for the maintenance of local government in these areas.

The other statutes represent, in some instances, completely new legislation for specific undertakings and in others, amendments to existing legislation. There are now in excess of 50 statutes administered by the Department.

In addition to the general legislation referred to above, the Branch examined a number of private bills that were brought forward at the 1970 Session. Several of these bills were discussed with officials of the petitioning municipality and revised, and in those instances where the Department's area of concern could not be resolved with the petitioner either by withdrawal or modification of the contentious features, the Department's views were laid before the Private Bills Committee.

The Branch provided a broad range of legal services in the Department, including the provision of advice and legal opinions in the varied fields of municipal and planning law and the preparation of agreements, regulations, Order-in-Council recommendations, Minister's Orders and other legal documents. A related function involved passing upon the validity of various by-laws, contracts or other instruments of a legal nature.

The Branch was widely consulted from sources outside the Department, particularly by municipal officials and solicitors involved with unusual or particularly complex local problems. The universal application of subdivision and part lot control throughout the Province and the authority to establish land separation committees through amendments made to The Planning Act in 1970 evoked a substantial increase in requests for advice and assistance from the Branch.

Branch staff appeared before the Ontario Municipal Board as counsel for the Department and the Minister at hearings in various parts of the Province. A related function involved the Branch in proceedings taken in the courts by persons contesting the validity of certain Department policies and activities. Staff assisted in the preparation of reports on petitions filed with the Lieutenant Governor-in-Council, calling for a review of certain Ontario Municipal Board decisions.

To assist municipal officials and other interested persons in keeping abreast of current legislation of municipal significance, the Branch again prepared a summary of legislation enacted at the 1970 Session.

Staff participated in special meetings and conferences on municipal matters. Similarly, staff served on special committees, provided advice to other committees, and provided or assisted in preparing brochures, guidelines, precedents, and other informative material for distribution to municipalities and their local boards.

Orderly growth and reasonable servicing costs are some of the benefits derived from staging the development of subdivisions.



community planning

focus

The main responsibilities of the Community Planning Branch are

- ☐ to administer the terms of The Planning Act;
- ☐ to promote community planning in the province;
- ☐ to provide advisory services to municipalities and other government agencies in matters relating to community planning;
- ☐ to conduct research and to disseminate the findings to planning boards, municipal councils and others involved in community planning in Ontario.

Highlights during 1970 included

- ☐ The Planning Amendment Act, 1970—extension of land division approval responsibilities — provision for land division committees
- ☐ The Toronto Centred Region Concept and other regional development strategy statements
- ☐ legislation relating to planning function of councils in the new District Municipality of Muskoka and Regional Municipality of York
- ☐ Symposium on Growth Allocation Models and Geocoding
- ☐ large increase in consent applications
- ☐ increased emphasis on planning research

planning boards

There were 29 new planning boards established in 1970. Four were joint boards (the planning area included more than one local municipality), 11 were single independent (one municipality), and 14 were subsidiary (operating within a planning area covering only part of a joint planning area).

The Niagara Planning Area was established on January 1, 1970 by The Regional Municipality of Niagara Act, 1968-69. It embraces all of the Regional Municipality of Niagara. The same statute established 12 subsidiary planning areas, one for each of the area municipalities in the Regional Municipality: the Cities of Niagara Falls, Port Colborne, St. Catharines, and Welland; the Towns of Fort Erie, Grimsby, Lincoln, Niagara-on-the-Lake, Pelham, and Thorold; and the Townships of Wainfleet and West Lincoln. It also dissolved, effective December 31, 1969, 15 planning areas that had been previously defined.

The Cities of Fort William and Port Arthur and adjacent territory were merged into what is now the new City of Thunder Bay on January 1, 1970. The new municipality was defined as a subsidiary planning area within the Lakehead Planning Area, which includes additional territory and continues in existence.

As was the case in 1969 with the creation of the Regional Municipality of Ottawa-Carleton, the statutes establishing the Regional Municipality of Niagara and the City of Thunder Bay departs from the pattern established by The Planning Act for planning boards to be separate special-purpose agencies composed of councillors and non-councillors. The respective councils of the City of Thunder Bay, the Regional Municipality of Niagara, and the 12 area municipalities within the latter function as the planning boards for their respective jurisdictions. Council committees can be established and given special responsibility for planning, of course, and the councils can also set up non-statutory advisory boards or committees.

The Niagara statute follows the Ottawa-Carleton precedent in setting a deadline (December 31, 1973) for the preparation of an official plan. A planning director has been appointed and the nucleus of a planning staff established. Preparatory steps have been taken towards the preparation of the required official plan.

new
planning
areas
defined

planning area	date defined	territory included
Niagara(1)	Jan. 1, 1970	Municipalities in Regional Municipality of Niagara
Lincoln(1)	Jan. 1, 1970	Lincoln – Town
Fort Erie(1)	Jan. 1, 1970	Fort Erie – Town
Grimsby(1)	Jan. 1, 1970	Grimsby – Town
Niagara Falls(1)	Jan. 1, 1970	Niagara Falls – City
Niagara-on-the-Lake(1)	Jan. 1, 1970	Niagara-on-the-Lake – Town
Pelham(1)	Jan. 1, 1970	Pelham – Town
Port Colborne(1)	Jan. 1, 1970	Port Colborne – City
St. Catharines(1)	Jan. 1, 1970	St. Catharines – City
Thorold(1)	Jan. 1, 1970	Thorold – Town
Wainfleet(1)	Jan. 1, 1970	Wainfleet – Township
Welland(1)	Jan. 1, 1970	Welland – City
West Lincoln(1)	Jan. 1, 1970	West Lincoln – Twp.
Thunder Bay(2)	Jan. 1, 1970	Thunder Bay – City
Lakefield	Mar. 12, 1970	Lakefield – Vg.
Dysart	Mar. 20, 1970	Municipality of Dysart et al, as follows: Dysart – Twp. Guilford – Twp. Bruton – Twp. Clyde – Twp. Dudley – Twp. Eyre – Twp. Harburn – Twp. Harcourt – Twp. Havelock – Twp.
Nottawasaga	Apr. 27, 1970	Nottawasaga – Twp.

Bruce Peninsula	Apr. 29, 1970	Lion's Head — Vg. (D) Albemarle — Twp. Eastnor — Twp. Lindsay — Twp. St. Edmunds — Twp.
Ennismore	June 9, 1970	Ennismore — Twp.
Medonte	July 7, 1970	Medonte — Twp.
Township of Russell	July 28, 1970	Russell — Twp.
Hastings County	Aug- 14, 1970	All of the county municipalities, except Villages of Frankford and Stirling and the Townships of Sidney and Thurlow
Saint Vincent	Sept. 14, 1970	Saint Vincent — Twp.
South Walsingham	Sept. 18, 1970	South Walsingham — Twp.
Tosorontio	Sept. 22, 1970	Tosorontio — Twp.
Camden East	Dec. 2, 1970	Camden East — Twp.
Almonte	Dec. 4, 1970	Almonte — Town
Storrington	Dec. 17, 1970	Storrington — Twp.
Quinte	Dec. 30, 1970	Sidney — Twp. (D) Belleville — City Trenton — Sep. Town Brighton — Vg. Frankford — Vg. Stirling — Vg. Brighton — Twp. Murray — Twp. Thurlow — Twp.

(1)
necessitated by legislation providing for the establishment of The Regional Municipality of Niagara.

(2)
necessitated by legislation providing for the establishment of The City of the Lakehead (name changed later to Thunder Bay).

planning areas altered

City of Orillia Planning Area	altered March 19, 1970, to reflect changes in municipal boundary ordered by O.M.B.
Oakville Planning Area	altered May 6, 1970, to reflect changes in municipal boundary ordered by O.M.B.
Sandwich West Planning Area	altered May 7, 1970, to reflect changes in municipal boundary ordered by O.M.B.
Oxford County Planning Area	enlarged June 17, 1970, to include the Village of Tavistock
Mitchell and District Planning Area	enlarged July 31, 1970, to include the Townships of Fullarton and Hibbert
Brampton Planning Area	altered August 25, 1970, to reflect changes in municipal boundary ordered by O.M.B.
Cochrane and Suburban Planning Area	enlarged September 18, 1970, to include the remainder of Glackmeyer Township, the remainder of the unorganized township of Lamarche, and parts of the unorganized townships of Hanna and Kennedy
Sault Ste. Marie Planning Area	enlarged November 3, 1970, to include 31 unorganized townships
Renfrew Planning Area	altered December 18, 1970, to reflect changes in municipal boundary ordered by O.M.B.

Total number of new planning areas defined in each of last five years:

	1966	1967	1968	1969	1970
Single independent	2	2	14	7	11
Subsidiary	4	8	1	2	14
Joint	2	2	4	2	4
Total	8	12	19	11	29

During the year, 34 official plans and 280 amendments to official plans were submitted for approval — the highest number of applications ever received.

A total of 16 official plans and 200 amendments were approved during 1970.

Six of the new official plans involved the updating and revision of existing plans. The new documents should help provide the positive guidance necessary to public decision-making that the old plans were no longer capable of giving.

The 16 new plans were for the following planning areas: Amaranth, Blezard, Bosanquet, Burford and Oakland, East Garafraxa, West Luther, Niagara-on-the-Lake, Osgoode, Otonabee, Tay, Woodhouse, Dryden, Huntsville, Napanee, Uxbridge, and Wingham and District.

The record for 1970 shows a welcome continuation of the 1968 and 1969 trend in which municipalities of predominantly agricultural or recreational character are recognizing the need for public statements of development policy.

At the end of the year there were 192 official plans in force affecting 229 municipalities.

official plans

Committees of Adjustment have two basic responsibilities:

1. dealing with applications under Section 32b for consent to the creation of single new building lots and certain other land transactions and
2. acting on applications for minor variances from zoning by-laws.

The Planning Amendment Act, 1970, made several changes which have substantial influence on the manner in which existing committees discharge their consent granting power and the conditions under which new committees are formed and operate. Perhaps the most important are those which provide for the Minister of Municipal Affairs to establish, by regulation, the rules of procedure under which all committees operate; the provision that new committees established after June 15th, 1970, cannot grant consents unless there is an official plan in force in the municipality; that no committee shall be able to grant consents after December 31st, 1973, unless there is an official plan in force; and that the Minister may terminate the life of any committee which is acting in a

committees of adjustment

manner inconsistent with the spirit of the Act. A substantial amount of time was devoted to informing committees of the new clauses and preparing the new rules of procedure. The new rules will be established by regulation early in 1971.

The Minister, as well as committees of adjustment and land division committees, can grant consents. There was a substantial increase (64%) in the number of consent applications dealt with by the Minister for a total of 9000 applications in 1970. The number of consent applications dealt with by committees of adjustment experienced a slight increase of 5% to 11,425.

A total of 160 decisions of committees of adjustment were appealed to the Ontario Municipal Board by the Minister—an increase of 50% over 1969. All appeals were upheld by the Board. The number of decisions appealed was small relative to the number of decisions reviewed. The majority of the appeals were in only a few municipalities.

In previous annual reports, the Branch has stated its concern about the large number of lots being created without adequate consideration of generally accepted standards of good development. Inadequate decisions continue to be made. Some of the more typical inadequacies are

- ☐ in some municipalities, committee decisions appear to ignore or overlook the principles set out in official plans and the provisions of the zoning by-law
- ☐ many rural municipalities have been reluctant or unable to prepare official plans as a guiding framework for committee decisions—the committee is in the dark as to municipal policy
- ☐ the practice of dealing with applications from a single individual for consent to the creation of several new lots rather than by a registered plan of subdivision was becoming more prevalent
- ☐ a lack of objectivity “If no-one objects, approve it”
- ☐ many committees tend to look at applications as individual, unrelated instances and fail to understand the consequence of their total activity on the municipality. One new lot has a microscopic effect but the single decision made many times can completely change the characteristics of a municipality.

There were 286 committees in existence at the end of the year.

subdivision of land

Subdivision control is designed to permit a comprehensive review by public authorities of proposals to divide land. The review is directed towards an examination of many features of the proposal including physical design, consistency with public land policies, adequacy in terms of public health factors, capability of providing municipal services, economic impact on the municipality, relationship to existing and proposed transportation facilities, and many other factors.

Subdivision control, prior to June 27, 1970, could be brought into operation by municipalities acting under the provisions of Section 26, or by the Minister of Municipal Affairs under Section 27, The Planning Act. Most municipalities had utilized this authority prior to 1970 and the Minister had acted in a number of cases (123) where there was no municipality or where a serious situation had developed and where the municipality had not, for one reason or another, deemed it appropriate to act.

In view of an increasingly high rate of subdivision activity in municipalities and areas without municipal organization which were not covered by subdivision control, and in view of problems emerging in terms of pollution, inadequate access, municipal servicing demands and generally poor land subdivision practices, the government enacted The Planning Amendment Act 1970. This Act, among other things, extended subdivision control and part lot control to include all lands in the Province.

The Act provided that part lot control could be removed from specific registered plans with the approval of the Minister of Municipal Affairs. In the period from June 27, 1970 to the end of the year the Branch had received 135 requests from municipalities to remove part lot control from specific registered plans.

The Act also made provision for the establishment of land division committees by counties, regional and district municipalities to deal with consent applications in those municipalities not having a committee of adjustment capable of granting consents. This action is consistent with stated provincial government policy of transferring to municipalities certain approval functions which should be dealt with by local government instead of the Province.

Staff of the Subdivision Section undertook a program of meetings with councils of counties, district and regional municipalities to assist in the formation of land division committees. Most county councils were visited by the end of the year. It is anticipated that several committees will be established early in 1971.

Representatives of the Branch were invited to present papers to many seminars and conferences. In one conference the Director of the Branch was requested to

speak about the subdivision process and the “excessive” time involved — always a most controversial subject. The following facts, based upon a sample of 50 consecutively approved final plans of subdivisions in 1970, were presented to the meeting:

elapsed time from application by developer to minister to draft plan approval	7 applications approved in less than	3 months
	12 applications approved in less than	6 months
	30 applications approved in less than	9 months
	39 applications approved in less than	12 months
	43 applications approved in less than	16 months
comparison to previous 1969 survey – time from initial application to draft plan approval	percentage of approvals	
		1969 1970
	0-3 months	11% 14%
	0-6 months	41% 36%
	0-9 months	57% 60%
total time of processing – from initial submission to Minister to approval of final plan	8 applications in less than	12 months
	26 applications in less than	18 months
	34 applications in less than	24 months
	45 applications in less than	30 months
elapsed time from granting of draft approval to final plan approval	5 applications in less than	3 months
	16 applications in less than	6 months
	35 applications in less than	12 months

Activity remained at about the same level as 1969. Submissions of new draft plans numbered 902 and the number of significantly revised draft plan submissions was 193. The number of new lots proposed by the new applications received was approximately 64,000 compared to approximately 72,000 in 1969.

The number of plans not recommended for approval has increased from 101 in 1969 to 216 in 1970.

A computer program was set up in co-operation with the Department of Highways to trace the details and progress of subdivision applications. This program permits the status of each application to be regularly brought to the attention of staff. All unusual delays are automatically emphasized by the computer so that appropriate remedial action can be taken.

Particular attention was paid to the relationship of proposed plans of subdivision to the Toronto Centred Region Concept announced by the government in May, 1970. A number of plans submitted were not recommended for approval pending the completion of work currently underway on the refinement of the Concept.

registered plans of subdivision

One of the major functions of the Branch is providing advice to municipalities in preparing zoning by-laws and providing comments to the Ontario Municipal Board on by-laws submitted for approval.

During the year Branch staff commented on 1598 by-laws submitted to the Board, 25 draft zoning by-laws sent to the Branch for advice, and 62 appeals by individuals under section 30(19) of The Planning Act.

Discussions were initiated by the Branch to have the Metro Toronto Planning Board assume the responsibility of providing comments on zoning by-laws submitted to the Ontario Municipal Board by municipalities within Metropolitan Toronto. The discussions were successful and the responsibility is to be transferred to the Planning Board on January 1, 1971.

Efforts will be made in future to have the regional and district municipalities assume a similar role as soon as their planning staff and programs have advanced to the point where they can assume this role.

zoning by-laws

ministers orders

The advent of subdivision control over all of Ontario made it unnecessary for subdivision-control orders to be made after June 27. Of the 19 Minister's Orders made during 1970, a total of 10 dealt with subdivision control prior to that date. Except for one "deeming" order (deeming a plan not to be a registered plan of subdivision) the balance involved zoning.

condominium plans

Eighty-three condominium plans were submitted for review—almost three times as many as the previous year.

urban renewal

Since the announced deferment by the Government of Canada in 1968 of all new financial assistance to renewal activity, federal participation in this field has been limited to projects where formal federal-municipal agreements were signed prior to the suspension and to a few special cases where failure to complete a project would have resulted in exceptional financial difficulties for the municipality.

For its part, the Province generally has continued to subscribe to the traditional cost-sharing formula for helping municipalities cope with the pressures of age and change by paying one-half of the federal share in any urban renewal undertaking.

One exception in 1970 was the approval granted to Mountjoy Township to assist in the relocation of properties in the Mattagami Flood Plain area. In this case the Province, through the departments of Municipal Affairs and Energy and Resources Management, has agreed to act as the sole senior partner.

In contrast to accepted procedures (section 23B, National Housing Act) where legitimate municipal implementation costs were shared progressively as incurred, 1970 saw the unilateral introduction of an annual federal maximum of \$25 million for all federally-approved projects across Canada. Of this amount, Ontario was allocated \$10,046,500 covering 16 projects in 12 municipalities.

Among projects being implemented in 1970:

Hamilton: Civic Square One of the major core redevelopments in North America is underway here to build a commercial tower, school administration building, banking pavilion, theatre-auditorium and arts centre on a 30-acre site.
gross cost: \$25,282,000.

Hamilton: North End Three new schools, a community centre, private apartment buildings and a senior citizens' building are among additions to a former blighted residential area covering 257 acres. Block-by-block meetings with residents were initiated to discuss rehabilitation-assistance procedures.
gross cost: \$9,200,000.

Sault Ste. Marie: Riverfront A land use plan is still being considered for this 20-acre site presently composed of industrial and institutional uses. The city has started negotiations for the acquisition.
gross cost: \$1,430,000.

Thunder Bay: Central Business District The plan for downtown concentrates on improving the entire 284-acre commercial area and developing a civic centre and open space.
gross cost: \$12,101,808.

Sudbury: Borgia Street Situated next to the central business district, this 59-acre area was a mixture of mostly rundown and incompatible uses — residential, commercial, industrial. New public housing has been constructed and a shopping centre is scheduled for completion in 1971.
gross cost: \$16,000,000.

Ottawa: Lower Town East Final plans for the renewal of this older 186-acre area of the city were presented in 1970. Public housing units are now under construction and consultants have prepared a design for neighbourhood rehabilitation and redevelopment.
gross cost: \$30,888,650.

Ottawa: Preston Street Treatment for this former 15-acre residential area was total clearance with the construction of a high school, more than 100 public housing units and a parkette. Scheduled are senior citizens' accommodations.
gross cost: \$4,760,000.

Toronto: Alexandra Park This is an area of about 72 acres in the southwest central district of downtown Toronto. All 410 public housing and 257 senior citizens' units are completed and occupied. All 610 families in the overall public housing area have been relocated.

gross cost: \$14,000,000.

Toronto: Don Mount Village All public housing units in this 28-acre site near the Don Valley are completed. Although the physical rehabilitation program has yet to get underway, a comprehensive social program is being undertaken by the local community centre and the city.

gross cost: \$4,400,000.

Windsor: Stage I The treatment for this 20 acres of blighted residential buildings was total clearance with 15 acres used for construction of 280 public housing units and the balance retained for a community park.

gross cost: \$1,800,000.

Windsor: Stage II Formerly 10 acres of blighted commercial and residential buildings, the treatment here has been total clearance for developing a private high-rise apartment building, a department store, court house, country registry office and fire hall.

gross cost: \$2,900,000.

In addition to the above, various projects granted limited NHA approval were underway in the central business districts of Cornwall, Kitchener, London and Niagara Falls as well as in two predominantly residential areas—Hamilton's York Street and the Bridge Plaza in Sault Ste. Marie.

As well as providing liaison with municipalities implementing these schemes, the Branch was involved in a number of special rehabilitation projects and studies. These included Brunetville, which commenced in 1964 and is now virtually complete, and St. Pie X, a small residential settlement in unorganized territory, where a direct planning service is being provided due to local servicing problems.

Since 1968, provincial expenditures on approved urban renewal projects totalled more than \$21 million.

During the summer, the Branch started an investigation of buildings and sites that might warrant an enduring place in the province's architectural and historical heritage. A small staff was assigned to contact historical societies, museums, architects, municipal officials and Federal and Provincial agencies knowledgeable about preservation work. Field trips were made to other provinces and the United States to explore procedures, techniques and legislative authority.

By year end, a preliminary report with recommendations for legislation was being circulated within the Branch for comment. A draft of the report will be given wide circulation early in 1971.

buildings of architectural and historical merit

Work on a general plan for the future development of the Counties of Norfolk and Haldimand is nearing completion. The need for such a plan arose from the decision of the Steel Company of Canada to build a Lake Erie works at Nanticoke—a move that will transform the economy of two mainly agricultural counties and that could increase their urban population by 200,000 by the end of the century. Early this year, Texaco of Canada Ltd. also announced its intention to build an oil refinery near Nanticoke.

Haldimand- Norfolk study

The Study is being carried out by a special-project group working with D.M.A. staff and other government agencies including the departments of Treasury and Economics, Highways, Lands and Forests and Energy and Resources Management. The study group, which has offices in the administration buildings of both Counties as well as in Toronto, cooperates closely with the Haldimand-Norfolk Joint Study Committee established by the two county councils. A report of the committee has been approved by both councils and is being carefully considered in the preparation of the plan.

A major contribution to the Study was the HALDIMAND-NORFOLK ENVIRONMENTAL APPRAISAL prepared by a team of specialists under the direction of Professor V. Chanasyk of the University of Guelph. The appraisal examines

every major natural characteristic of the Study area from geology and meteorology to soils and wildlife. Its basic purpose is to determine the impact of urbanization and industrialization on the natural environment. The Chanasyk report will probably be published during 1971.

Other special studies included an examination of alternative long-range urban systems and a preliminary appraisal of social needs and problems.

The Haldimand-Norfolk Study will prepare recommendations on the restructuring of municipal government in its second phase, to start early in 1971.

research

As rural and resort municipalities continue to experience increasing pressures of new development, Branch activity has been directed toward a comprehensive research program to support planning activities in these municipalities. Projects underway during 1970 included:

Lakeshore Capacity The object of this long-term research study is to develop scientific tools for measuring the capacity of inland lakes to support recreational development. It is being conducted for the Branch by a multi-disciplinary university research team. The study will be particularly useful in dealing with applications for subdivision approval.

Land Use Classification Research staff initiated a study to develop a standardized land-use classification system. Existing methods of classifying land and buildings vary a great deal so that planners and other municipal users are unable to compare data from different areas over different periods of time.

Residential Estate Development Another special area of concern is the growing number of urban people who are buying property in the country and commuting to work in the city. A consultant was commissioned in 1970 to undertake a study of residential "estate" development in rural areas. Results of this study, which is being financed by ARDA, will likely be available in the coming year.

Other items in the research program call for: a continuation of research on commuter rail impact on land use; regional shopping centre impact; mobile homes; and growth allocation models.

A seminar sponsored by the Branch for 100 municipal planners, planning consultants and Branch staff explored the areas of growth allocation models, geocoding, data requirements and other aids to decision-making in the planning process.

Various studies have been made of the Wasaga Beach area to deal with the mounting competition for space between residents and visitors.

In September 1969, a Park-Community Development Program for Wasaga Beach was announced by the Prime Minister of Ontario. Responsibility for planning, administration and coordination was placed with the Branch.

The program is being developed in cooperation with other departments such as Highways, Lands and Forests and the Ontario Water Resources Commission and with the municipalities of Wasaga Beach, Sunnidale, Nottawasaga and Flos.

The first phase, scheduled for completion in 1971, involves preparing a master plan for the Beach area, finding remedies for existing problems such as traffic circulation, and conducting feasibility studies of water, sewage and transportation needs. The second phase will include the actual installation of services and the development of a regional parks system.

Last year, a project supervisor was appointed from within the Branch. Preparation of a draft plan for discussion with the departments and municipalities involved was well underway by the end of the year.

Wasaga Beach study

building by-laws and building standards

On January 9, the REPORT OF THE COMMITTEE ON UNIFORM BUILDING STANDARDS FOR ONTARIO was made public. Established by the Minister in late 1968, the committee, under the chairmanship of Mr. C. D. Carruthers, was instructed to examine the feasibility of uniform building standards and make recommendations.

After reviewing the situation in Ontario, the committee recommended the adoption of the National Building Code of Canada together with the National Fire Code. Because of Ontario's special requirements, the committee also allowed for the adoption of a special supplementary code to reconcile any differences during the transition period. Developing the provincial supplement would be the task of two review committees covering codes and enforcement.

In addressing the Ontario Municipal Association, the Minister announced that the Province intended to implement the recommendation for a uniform building standards code as soon as possible. He also announced the Government's decision that the organization and operation of the new building standards code would be undertaken by the Department of Labour.

In assuming this new responsibility, the Department of Labour also acquired a 15-year veteran of the Branch, Graham Adams. Mr. Adams, a graduate architect and former Head of the Branch's Extension and Field Services Division, was liaison officer to the Carruthers committee. He has been appointed Director of the new Uniform Building Standards Branch.

here today ... here tomorrow

A special report on urban renewal procedures in Ontario was prepared for the Branch by Mr. Homer Borland, former Director of Urban Renewal and Public Housing for Central Mortgage and Housing Corporation. The basic purpose of the report was to review the objectives, roles and procedures of the three levels of government involved and to recommend changes necessary to streamline the operation.

The report, started in 1969, was published in the fall of 1970 under the title HERE TODAY. . . HERE TOMORROW. A limited number of copies are available on request.

The Branch has been approached over the past few years to consider changes in legislation under which municipalities establish minimum standards for the maintenance and occupancy of property.

maintenance and occupancy standards

In 1969, the Province secured the services of Mr. M. B. M. Lawson, Planning Consultant, to investigate the Ontario situation and to propose policies, programs and legislation to overcome deficiencies and to help achieve adequate standards of maintenance and property.

The report, entitled THE MAINTENANCE OF PROPERTY — A PROGRAM FOR ONTARIO was completed and published in 1970 and widely circulated for comment. Its 20 recommendations comprise a comprehensive program for the maintenance and rehabilitation of all types of property. The recommendations cover a general program of maintenance; specific measures for the encouragement of property maintenance and repair; assistance measures in the form of advice, legislation and loans; as well as additional proposals to ensure the smooth operation of such a program.

In addition to reports already referred to, 1970 saw the publication of a manual on SUBDIVISION PROCEDURES. Work was under way during the year on other booklets dealing with residential and resort subdivision design and several introductory pamphlets on planning.

publications

Another important project started in 1970 was a manual on the preparation of Official Plans. The main purpose of the study is to set out provincial policies to encourage the preparation of better official plans and make approval procedures more efficient. To conduct the research, a planner with extensive municipal experience has been taken on staff. It is expected that the manual will take a year or more to complete.

THE ONTARIO PLANNING NEWSLETTER returned to regular production.

resource communities

Staff were involved in the investigation of sites in the Sturgeon Lake area (north of Ignace) suitable for townsite purposes to accommodate the population generated through the discovery of base metals by Mattagami Lake Mines Ltd. Production from this mine is expected to commence in 1972.

Work continued on the expansion and redevelopment of Moosonee. Additional serviced building lots, a sewage lift station and bridge improvements were completed. The construction of these facilities was done by local labour under the supervision of the Moosonee Development Board.

In Temagami, 35 additional building lots were serviced and the new road completed. Arrangements were made with the trustees of the Improvement District to gradually assume the physical services installed by the Province. A report on the rehabilitation of the original settlement was completed by consultants engaged jointly by the Improvement District and the Province.

Ear Falls experienced perhaps the most active year with additions to the mobile home park to bring the park capacity to 80 sites. A residential subdivision for the north part of the community and a subdivision plan for light industrial purposes were completed. Branch staff also prepared a development plan for a retail commercial centre and a program launched for the construction of a sewage disposal plant.

Extensive discussions occurred with International Nickel regarding their contemplated mining development near Lake Shebandowan.

the Toronto- centred region

In May, 1970, the government presented the Toronto-Centred Region Concept — a broad provincial strategy for growth within an area of approximately 8000 square miles centred on Metropolitan Toronto. The Prime Minister's request for public reaction to the Concept generated a very heavy demand for representatives of the government to meet with many different groups in the region — municipal councils, regional development councils, planning boards, and many other groups. Representatives of this Branch participated in the many meetings arranged for this purpose.

A substantial part of the work of refining the Toronto-Centred Region Concept fell to a liaison committee established by the Advisory Committee on Regional Development and a series of interdepartmental task forces working on particular parts of the Concept (Parkway Belt, Population Distribution, Hydro Transmission Line Locations, etc.). Representatives of the Branch served on the Liaison Committee and the various task forces.

Considerable time was spent by staff in resolving conflicts between the Concept, individual applications from private developers, and various zoning and official plan applications directed to the Minister and the Ontario Municipal Board for approval. Resolution of many of the conflicts was secured.

Branch staff worked with representatives of several other provincial departments and with the Federal Department of Transport in considering the issue of airport expansion in the Toronto region.

Toronto
international
airport

Technical and professional staff mobility remains high. This is particularly so with newer staff when they decide to secure additional academic training in planning or seek new kinds of experience with planning consultants and municipalities.

staff

During the year, 57 new employees were engaged, of which 29 were in the technical and professional classes. Of this group, the largest number came directly from university, 2 from municipalities and 3 from consulting firms.

The number leaving the staff was 27. The net growth in total strength was 25 (158 vs. 133). This increase has given the Branch an opportunity to reinforce and redeploy its staff resources for dealing with applications for approval of plans of subdivisions and official plans.

The London office, opened in February, was fortunate in obtaining the services of a senior planning adviser with extensive and responsible municipal planning experience. The loss of the senior planning adviser in our Thunder Bay office, Mr. A. M. Morpurgo, to the Department of Mines and Northern Affairs, was a most serious loss but we were able to transfer Mr. David Henderson from Toronto to continue the subdivision plan approval function and advisory services to the municipalities in the Northwest.

special committees

Staff continued to serve on a large number of committees. Those involving a considerable number of meetings and staff research responsibilities included:

- Agricultural Rehabilitation and Development Act Directorate
- Administrative Subcommittee on Townsites
- Central Ontario Regional Advisory Board
- Northwestern Ontario Regional Advisory Board
- Inter-Departmental Committee on Tourism and Outdoor Recreation
- Inter-Departmental Committee on Air Rights
- Inter-Departmental Committee on Pits and Quarries
- Liaison Committee for Northern and Eastern Ontario
- Liaison Committee for Central and Southwestern Ontario
- Wasaga Beach Study Committee
- Waterloo South Wellington Study Committee
- Niagara Escarpment Study Committee
- Canada-Ontario Rideau-Trent-Severn Study Committee
- National Research Council—Standing Committee on Residential Standards
- Stratford Seminar on Civic Design
- Committee on Abandoned Motor Vehicles
- Committee on Government in Northern Ontario
- Oshawa Area Planning and Development Study
- Advisory Committees to Various Colleges of Applied Arts and Technology
- Ontario Housing Advisory Committee
- Committee on Uniform Building Standards for Ontario
- Committee on Multiple Use and Joint Development of Service Corridors

other committees

- ☐ land-use population studies for the Department of Highways
- ☐ processing road-closing applications
- ☐ review of applications to sell five-percent lands under Section 28 of The Planning Act
- ☐ holding meetings with municipal councils, planning boards, committees of Adjustment, and staff to discuss planning problems, techniques, procedures and policies
- ☐ lectures to associations, university seminars, department staff courses, training courses for Ontario Land Surveyors
- ☐ distribution of questionnaires to planning boards and committees of adjustment and analysis of replies
- ☐ graphic description of quieting orders
- ☐ commenting on proposed annexation and amalgamation applications to Ontario Municipal Board
- ☐ preparation of Municipal Boundary History maps



Department assessor inspects new apartment construction.

assessment

focus

The prime responsibility of the Assessment Division is to administer the assessment of all real properties in Ontario for the purpose of municipal taxation. The province assumed this administrative responsibility from the municipalities on January 1, 1970. On that date nearly 2,000 municipal assessment employees became public servants with the Department of Municipal Affairs.

The goal of the provincial assessment is to reassess all real properties located in organized municipalities and in school sections in unorganized territories on a uniform and consistent basis—market value—by 1975.

During 1970, activities of the new Division included;

- ☐ conversion of assessment records to a provincial assessment data system
- ☐ completion of reassessment programs that were already underway when the Province assumed responsibility for assessment;
- ☐ preparatory work in assessing properties at market value in all areas of the Province;
- ☐ completion of the annual census;
- ☐ preparation of amendments to the Assessment Act.

The Assessment Division consists of two head office branches, Assessment Education and Assessment Standards, and seven Area Branches. For administrative purposes, the Province is divided into seven geographic areas, each headed by an Area Director. Each assessment area is divided into four or five regions. The Area Director is responsible for administrative control and co-ordination of assessment activities in the regions of his area.

The principal assessment functions, valuation of properties leading to the return of the assessment roll and the conduct of an annual census, are carried out at the regional office level under an Assessment Commissioner. Reporting to the Commissioner are Valuation Managers, who supervise the assessment of particular property classes within the region.

A major activity of the Division in 1970 was the conversion of assessment records to a provincial assessment data system. Reassessments were completed in several municipalities where preliminary work was well advanced before the Province assumed responsibility for assessment. In addition, market value assessments were completed in a large number of Northern Ontario townships where school board jurisdictions were enlarged.

Preparatory work for reassessment was begun in all areas. This involved sales analysis studies, updating of appraisal records, staff training and property inspections.

The annual census was taken in each municipality in the Province, using part-time enumerators.

The Division assisted in the preparation of amendments to the Assessment Act, which were passed at the spring session of the Legislature. The amendments included provisions for review and appeal of equalization factors and equalized assessments; a new formula for determining county apportionments; and a procedure whereby persons whose taxes have become unduly burdensome as a result of a reassessment may seek a tax cancellation, reduction or refund.

Staff members were active on the Committee on Golf Course Assessment and Taxation and on the Special Properties Committee, which is examining assessment and taxation of communication and transportation systems, public utilities, crown agencies and other properties which present special valuation problems.

assessment standards

This Branch is responsible for conducting research into new techniques of property valuation and developing quality control procedures to enable area office staff to monitor the quality of valuations made by assessors in the field. The Branch initiates and studies policy recommendations and evaluates the effects of implementing policy proposals.

Branch responsibilities are administered through four sections: policy, methodology, cost analysis, and quality control and equalization.

The methodology section completed a major project on the application of modern statistical techniques and computer technology to the valuation of real property. A paper entitled "Multivariate Analysis and Residential Property Valuation

in Ontario", summarizing the results of this study, was delivered at the 1970 convention of the International Association of Assessing Officers. This study is now being expanded.

Another study examined real estate financing and investment and a current project is concerned with quantifying the effect of financing arrangements on the sale prices of real property.

Cost analysis personnel produced a number of revisions to rates in the Handbook of Cost Factors, and several supplementary sections were added to the Handbook. New procedures were developed for classifying certain types of properties. In addition, cost analysis staff have assisted in the valuation of unique and special properties and it is anticipated that their activities in this area will continue and expand in the future.

The policy section has engaged in a large number of projects in the past year, and many of these are continuing into 1971. Studies have been made on the assessment of mobile homes and sand and gravel pits, assessment case law in relation to market value, the relationship of equalized assessment to assessment at market value and the disclosure of assessment information.

Members of this section have been active in the design of assessment forms and in the co-ordination of services between registry and land titles offices and regional assessment offices.

The annual report of equalized assessments and equalization factors was produced. Equalization factors establish the relationship between the level of local assessment and sale values and are used in a variety of grant formulae through which the Province distributes financial aid to municipalities.

Special equalization reports were prepared for use in apportioning home for the aged and welfare costs among municipalities in the territorial districts. Reports were prepared for apportioning regional government costs among municipalities in the Ottawa-Carleton and Niagara regions.

A quality control program is now being formulated for implementation in the coming year.

assessment education

The Branch has responsibility for retraining assessors now on staff and for producing a supply of well trained new assessors. These functions are administered through three sections: economics, management, and valuation.

The first issue of the divisional quarterly, ASPECTS, was published by the Education Branch in November. The purposes of the magazine are to relay information on assessment techniques, law and related topics and to facilitate the exchange of ideas between assessors in different parts of the Province. It is distributed to assessors and to interested persons outside the Assessment Division.

Beginning in September, 1967, the Department sponsored the introduction of two-year assessment administration courses at five colleges of applied arts and technology. The program comprises instruction in the three core subjects of valuation, assessment management and economics, together with courses in mathematics, statistics and other liberal arts subjects. Instruction in valuation is conducted both in the classroom and under actual working conditions in the field. Similarly, the economics and assessment management courses are given a practical orientation, as students attend sittings of the Assessment Review Court and make economic analyses of actual real estate market situations.

The assessment administration program is organized and administered by the Education Branch. Staff of the Branch are seconded to the colleges to teach the valuation and management courses. Other subjects, including economics, are taught by college staff. In addition to the formal program of study during the school year, each student is required to complete one summer of work in a regional assessment office.

Some fifty assessors graduated in 1969, and 90 in 1970. A further 200 students are expected to graduate in May, 1971 and take active positions in the assessment field.

While it is anticipated that the community colleges will graduate sufficient numbers of assessors over the long term to meet the Division's staff needs, there has been, over an interim period, a shortage of assessors in some regions. This shortage is being rectified by the recruitment of university graduates for assessor trainee positions.

The Education Branch has prepared a training program for these persons which is designed to ensure that they become productive assessors in the shortest possible period of time. The program includes a two-week training school in valuation and nine-month correspondence courses in assessment management and economics, supplemented by tutorials.

A major part of the Branch's work of retraining existing assessment staff is the holding of schools on the provincial assessment manual. The schools, given by Education Branch staff, consist of lectures on the valuation of one or more classes of property, followed by field training conducted by senior personnel from area and regional offices.

In 1970, a total of 32 schools were held at different centres across the Province. These ranged in length from three to ten days, depending on the property class under study and the extent to which assessors attending a particular school had had prior exposure to the manual. The schools were attended by 1,260 assessors.

Increased emphasis is being placed on the development and administration of specialized in-service training programs. A correspondence and seminar course in mapping techniques has already been set up and courses in land economics and market analysis are in the planning stages.

In cooperation with the Assessment Standards Branch, the Education Branch develops instructional material for the training of personnel involved in the census of municipalities. The census program involves approximately 4,000 part-time enumerators who are given a two-day training course prior to beginning the taking of the census.



Comprehensive downtown renewal in Sudbury includes housing, shopping, and entertainment facilities.

municipal accounting

focus

The responsibilities of the Municipal Accounting Branch are

- ☐ to provide a financial management advisory service to municipal treasurers, clerk-treasurers, and auditors on such matters as budgeting, accounting, reporting, auditing, and financing of local government.
- ☐ to ensure that the annual financial statements and auditors' reports satisfactorily reflect the financial operations of each municipality in Ontario.
- ☐ to study, analyse, and propose solutions to special financial management problems resulting from changes in municipal structures and forms of organization, legislative requirements and alterations to provincial programs.
- ☐ to conduct studies and research projects which will develop municipal accounting and reporting principles and practices in Ontario.
- ☐ to promote the use of accepted auditing standards and techniques in Ontario municipalities and to administer a licensing system for municipal auditors.

During 1970, activities of the Branch included

- ☐ publication of A GUIDE FOR MUNICIPAL AUDITORS IN ONTARIO
- ☐ provision of technical and financial administration assistance to municipalities involved in the formation of the Regional Municipalities of Niagara, York and the District Municipality of Muskoka
- ☐ publication of a bulletin entitled CAPITAL to provide standard terminology and guidelines for the reporting of capital transactions in Ontario

financial management services

The Financial Management Services Section of the Branch promotes and advises on the use, by municipalities, of accepted principles, practices and modern techniques of financial management. Close contact with municipalities enables the Department to assess the effects of changes in structures and forms of municipal organization brought about by legislative requirements and provincial programs.

A study conducted in 1969 indicated that the location of more advisors in regional offices would be beneficial. Accordingly, during 1970, another office was opened in Brantford, and an additional three financial management advisors were assigned to regional offices. The Branch now has seven experienced financial management advisors in Department offices located in London, Brantford, Peterborough, Ottawa, and Sudbury.

This further decentralization of staff resulted in an increased number of visits made by regional advisors to municipal offices during 1970 as compared to previous years. Approximately 650 visits were made, many of which were at the request of municipal officials themselves. Contact with municipalities was also made by letter, telephone, and by means of group seminars.

The seminars, in particular, have enabled the advisors to establish personal contact with a greater number of municipal officials than is possible through individual visits. They are also instrumental in bringing together officials from municipalities within a county for discussions on mutual problems, and permitting an exchange of ideas on various subjects. It is intended to make increasing use of this method of communication during 1971.

Advisors continued to take an active role in conferences, zone meetings, and workshops sponsored by various municipal organizations and ratepayers' associations. It is encouraging to note the increase in requests by municipal councils for advisors to speak on municipal accounting matters at council meetings and the sincere efforts by municipalities to improve their financial management techniques and operations.

Major activities in which advisors were actively engaged during 1970 included

- ☐ implementation of new legislation, introduced in 1970, to ease the impact on taxes of reassessment made at market value during 1968 and 1969. Numerous visits were made to municipalities wishing to adopt this legislation to explain the implications and procedures involved

- ☐ recommendation of interim and instalment tax billing, where necessary, to provide better and more uniform cash flows in municipalities which, in turn, reduces the need for temporary borrowing and improves tax collection procedures
- ☐ meeting with officials of municipal associations, municipal councils, and ratepayers' groups in the Sudbury area to explain the principles of regional government following publication of THE KENNEDY REPORT ON REGIONAL GOVERNMENT IN THE SUDBURY AREA
- ☐ attendance at joint meetings held by neighbouring municipalities to discuss such matters as joint participation in large capital projects, and possible consolidation or amalgamation of municipalities
- ☐ preparation and issuance to municipalities of releases on various subjects including synopses of new financial legislation, and comparative statistics on tax collection and tax arrears
- ☐ installation of a standard bookkeeping system in selected municipalities on an experimental basis
- ☐ design and installation of accounting systems at the specific request of individual municipalities. In particular, a complete accounting system was installed in the Moosonee Development Area Board which was formed as of January 1, 1970.
- ☐ answering inquiries from the general public concerning the Residential Property Tax Reduction program, and the recently introduced Supplementary Tax Assistance for the Elderly program
- ☐ working with staff from other Branches of the Department on such matters as investigating complaints from private citizens alleging irregularities in the affairs of municipalities, assisting municipalities with consolidation or amalgamation proposals, and the formation of new municipalities
- ☐ maintaining close liaison with other Provincial departments on matters connected with municipal accounting, reporting and auditing.

In addition, advisors continued to assist municipalities with the perennial problems of municipal financial management such as current and capital budget preparation, budgetary control, tax billing and collection procedures, cash flow studies, temporary and capital borrowing procedures, and financial reporting systems.

As a result of the experiences of 1970 and prior years, proposed activities for 1971 can be summarised as follows

- ☐ organization of more group seminars for municipalities
- ☐ continued encouragement of joint meetings of neighbouring municipalities for the discussion and solution of mutual problems
- ☐ implementation of a standard bookkeeping system for smaller municipalities
- ☐ continued emphasis on interim and instalment tax billing
- ☐ greater use of news releases and statistical analyses for municipal officials
- ☐ general upgrading of financial management techniques in municipalities

The annual financial statements and auditors' reports of the municipalities and their local boards are filed with the Department each year.

Branch staff examined each of the 1969 reports to

- ☐ review the municipality's financial position
- ☐ ensure that the provisions of provincial statutes were observed
- ☐ ensure that the statements were prepared uniformly, as prescribed by the Department, so that inter-municipal comparability of financial information was possible
- ☐ ascertain if the municipality could benefit from Branch advisory services

Consequently, many municipalities were contacted by letter and telephone on matters arising from this examination. Follow-up procedures led to personal visits in numerous instances, and discussions were held with municipal officials, both appointed and elected, on how to improve certain situations.

municipal
finance
reporting

The revised regulations and reporting requirements for municipal audits advocated in the Department's booklet, A GUIDE FOR THE MUNICIPAL AUDITOR IN ONTARIO, which became effective in 1970, will necessitate a change in approach by the advisors in the examination of the 1970 municipal statements and reports. Advisors will be looking for and taking action on items of an irregular nature disclosed by the auditor in his report, which, if not remedied, will seriously weaken the overall financial position of the municipality. Separate reports made by auditors to municipal councils will also be reviewed, and steps taken, where necessary, to ensure that municipalities take appropriate action on these reports.

specialized projects

The Financial Management Projects Section of the Branch provides a specialized consulting resource to the Department's senior officials, other provincial departments, and newly-established regional and district governments.

An important responsibility is the review and study of legislation related to the financial management and financial practices of local governments, evaluating the results, and proposing amendments to the legislation to implement solutions. Assistance is given in developing legislation for departmental programs, and in this regard, staff have been made available to the Municipal Finance

Branch, on a consulting basis, for the development of a reformed property tax structure.

Assistance is also given in providing input to legislative programs of other departments within the government, and, at the request of the Treasury Board Secretariat, the section recently conducted a survey to determine the various means of improving and co-ordinating the timing of provincial grant payments. This study involved a detailed review of the spending patterns of over one hundred municipalities and the information gathered will be made available to departments so that existing payment schemes may be realigned to minimize the need for short-term borrowing by municipalities.

There is a major involvement in the establishment of regional or district municipalities, and during 1970, staff of the section

- ☐ provided technical and financial administration assistance to municipalities affected by the formation of the Regional Municipalities of Niagara and York, and the District Municipality of Muskoka
- ☐ designed and implemented accounting systems for the regional, district and area municipalities
- ☐ assisted the Chairman and Councils of the regional or district municipalities prior to the engagement of senior officers and the commencement of operations of the municipalities.
- ☐ chaired numerous Committees of Arbitrators established to dispose of the assets and liabilities of the dissolved municipalities. The final reports of the Committees in Niagara were unanimously accepted by the Councils of the municipalities directly concerned. Interim reports have been submitted to the Councils of York and Muskoka as required by the legislation.
- ☐ provided guidance to steering committees formed to ensure a smooth assumption of responsibilities by the new area municipalities
- ☐ developed, calculated, and implemented transitional mill rate adjustments to phase-in shifts in taxation resulting from the major restructuring of boundaries necessitated by the creation of regional or district governments

municipal accounting research

The Municipal Accounting Research Section is responsible for the review and improvement of municipal accounting, reporting and auditing techniques and procedures.

This is a continuous process, and progress achieved during 1970 included

- ☐ publication of a bulletin on CAPITAL which provides standard terminology, definitions and guidelines for the accounting and reporting of capital transactions in Ontario municipalities. This is the fifth in a series of bulletins outlining principles for municipal accounting.
- ☐ design of a balance sheet which consolidates the revenue, capital and reserve funds of the municipality in order to provide clearer and more concise reporting. It is to be used in the 1970 Financial Reports of municipalities, and eliminates the multiple balance sheets formerly required.
- ☐ commencement of a review of the accounting and reporting practices used by municipal enterprises in Ontario with a view to developing and implementing more consistent and effective practices. Many complex problems are involved, but it is expected that a revised form of financial statements for municipal waterworks systems, together with explanations and instructions, will be developed soon.
- ☐ preparation of a standard summary form to collect 1971 revenue fund budget information from the 150 largest municipalities in Ontario for provincial planning purposes. Since budget information is available a year before actual information, trends in spending and taxing policies will be more quickly apparent from a review of these budgets. Eventually, this standard form will replace the demand by the Dominion Bureau of Statistics for budget information from municipalities.

Members of the Branch attended the final meetings of the Eighth Federal-Provincial Conference on Municipal Financial Statistics which resulted in the new publication by the Dominion Bureau of Statistics "A Financial Information System for Municipalities". As Ontario agreed to supply financial information that conforms to the D.B.S. classification, work was started to overcome differences in terminology and order of items between the Ontario and D.B.S. classifications of expenditures.

municipal auditing research

The Section continued to conduct research into principles of municipal auditing in consultation with members of the Institute of Chartered Accountants of Ontario (ICAO) which resulted in the completion of several projects during the year.

A GUIDE FOR THE MUNICIPAL AUDITOR IN ONTARIO was published and distributed during the year. This book, published with the wholehearted endorsement of the Municipal Accounting & Auditing Committee of the ICAO, was designed to update the legal requirements of the municipal auditors in Ontario. It results from a two-year study of the role of the municipal auditor.

Rather than detailing audit techniques and procedures, the Guide emphasizes the municipal auditor's responsibility and his need for a full understanding of municipal operations, accounting, and legislation. It outlines the many other services a municipal auditor is qualified to provide in addition to giving an opinion on the municipality's financial statements.

The Guide was given wide distribution to elected and appointed municipal officials. It has been widely acclaimed in letters to the Department and in reviews in magazines as a well-written, lucid explanation of municipal finance, and as the best prepared example of information about the current local government picture published in a long time.

During the year, the ICAO developed and presented a municipal auditing course. Branch members participated extensively in the development of the course material, and as resource personnel at each of the course presentations.

There were ten presentations of the two-day course in such locations as Kingston, Kitchener, London, Ottawa, Thunder Bay, Toronto, and Sudbury. Course participation numbered 215 and this represented the municipal auditors of 650 municipalities. A modified course is to be offered in 1971 as a result of this exceptional reception in 1970.

The Municipal Audit Advisory Committee of the ICAO has been established as a sub-committee of the Municipal Accounting & Auditing Committee with the following terms of reference

☐ to determine the level of qualifications, specialized knowledge and standards of practice required by municipal auditors

- ☐ to provide direct assistance to municipal auditors on any questions they may raise
- ☐ to advise the ICAO on the content of the municipal auditing course

Members of the Section are already working actively with the sub-committee, and have attended all its meetings to help advise on policy. A meeting between members of the sub-committee and a group of municipal auditors has been arranged, and more are planned for 1971. The Branch is preparing a statistical report on municipal auditors' reports for the sub-committee, and has suggested other situations that might require the attention of the sub-committee.

municipal accounting education

Branch members are working closely with the Education Committee of the Association of Municipal Clerks & Treasurers of Ontario and officials of the Society of Industrial Accountants to develop, for the fall of 1972, a correspondence course in municipal accounting. Plans for the course are not yet final, but it is hoped that the course will meet the growing need of municipal employees to have a good grounding in basic municipal accounting knowledge. Present plans are for a one-semester course of 20 lessons that will

- ☐ be developed specifically for Ontario, based on Ontario municipal law, organization, and accounting practices
- ☐ be available by correspondence throughout Ontario, and possibly by lecture in larger centres
- ☐ require a good basic accounting knowledge as a pre-requisite: specifically, successful completion of the first two years of the R.I.A. or C.G.A. course, or their equivalent

The Branch operated a system of licensing municipal auditors for 1970, and approximately 200 licenses were issued or renewed. About 170 licensees are actively engaged in municipal auditing.

The proportion of municipal auditors who are chartered accountants in public practice has increased over the years, and in 1970, ninety-five per cent of Ontario municipalities received the services of professional public accountants.

licensing
of
municipal
auditors

Special legislation for a northern community (here, Moosonee) acknowledges the unique character of life in the north.



municipal finance

focus

The responsibilities of the Municipal Finance Branch are

- ☐ to collect, collate, analyze and publish data on all aspects of municipal finance in Ontario;
- ☐ to analyze and evaluate municipal financial data in order to assess the financial viability of individual municipalities;
- ☐ to administer the day-to-day relationships of the Ontario Education Capital Aid program and the Ontario Municipal Improvement Corporation, and to provide municipalities with an advisory service on the administration of debts;
- ☐ to study, advise and report on the financial structure of municipalities, municipal taxation, the financial relationship between the Province and the municipalities, municipal pensions and fringe benefits, and to participate in implementing government decisions relating to municipal finance.

Some of the main developments involving the Branch during 1970 were

- ☐ a tax relief program for property owners whose taxes increased significantly following reassessment;
- ☐ legislative amendments widening the local tax base by permitting taxation of mine processing facilities and universities;
- ☐ revisions to the existing property tax reduction program and development of programs of tax relief for pensioners and farmers;
- ☐ development of a grant system for regional municipalities;
- ☐ improved borrowing facilities for municipalities, including new forms of debentures and, for large municipalities, foreign borrowing.

fiscal policy and programs

During 1970 the Government's policies relating to municipal finance were progressively developed and defined. In his budget papers for 1969 and 1970, the Provincial Treasurer stated the Government intended

1. to bring equity into the property tax system through the reassessment of real property by provincially employed assessors;
2. to widen the property tax base, and
3. to reduce the share of the total tax burden borne by property taxpayers.

Municipal agreement with these policies was confirmed at the Provincial-Municipal Conference and emphasis was given to the importance of unconditional transfer payments as a means of giving municipalities access to revenues from tax sources other than property.

A policy of giving tax relief directly to those taxpayers who need it most, such as residential taxpayers, elderly people and farmers has also developed.

The Department of Treasury and Economics has made proposals for over-all tax reform. These include specific proposals that would have direct effects on property taxpayers.

The programs developed in the Municipal Finance Branch in 1970 were designed in the context of these developing policies.

property tax reform

In municipalities where property reassessment had been completed before the Province assumed the assessment function, the taxes imposed on some specific properties varied substantially from those that had been imposed before reassessment. A new property tax structure became necessary to bring equity into the property tax system after reassessment. It was announced in the Legislature that a new structure would be designed for use in the Region of York and the County of Peel and would not be extended to other municipalities until it had proved successful. Studies of property tax distribution and methods of securing an equitable distribution throughout Ontario have begun with the help of officials in other Branches and in other departments.

Pending reform of the property tax structure, two measures were produced to provide municipalities with a means of reducing burdensome tax increases following reassessment. The first measure permits municipalities to put a limit on tax increases caused by reassessment and to fund the operation by either reducing the size of tax decreases on other properties or making a general charge on all taxpayers. Where only a small number of taxpayers is affected, the second measure of extending the power of the Assessment Review Board to write off taxes can be used.

widening the tax base

Mine processing plants and universities, which had previously been exempt from local taxation, were made taxable in 1970. Municipalities in which the main teaching and accommodation properties of universities were situated, were authorized to levy a tax of \$25 per full time student enrolled in the university in the previous year as certified by the Minister of University Affairs.

Members of the Branch co-operated with officials of the Hydro Electric Power Commission and the Department of Education in designing a method of compensating municipalities in the vicinity of the Bruce Nuclear Power complex for the temporary demand for increased services following the importation of a temporary work force.

relief of property taxpayers

Further progress was made in 1970 on relief programs for property taxpayers. The programs were directed to the benefit of residential taxpayers, needy pensioners and farmers.

The basic residential property tax reduction program was revised in 1970. The original program, which followed the recommendation of the Ontario Committee on Taxation, gave a benefit which was directly related to the mill rate. In 1970 it was revised so that the benefit was related partly to a lump sum payment and partly to the average residential tax burden in each municipality in the preceding year. The effect of the reform was modified by a "phasing in" provision for those taxpayers who, before 1970, received a disproportionately large relief. Essentially, the modified scheme directs the greatest tax relief to taxpayers in those municipalities where the residential tax burden is highest.

Funds for the relief of needy pensioners were made available by the Provincial Treasurer in his budget for 1970. Members of the Branch, with the co-operation of the Departments of Social and Family Services and Treasury and Economics, examined methods by which tax relief could best be given to people who receive the federal guaranteed income supplement. The Branch participated in the development of the payments system adopted by the Government.

Discussions were also held with representatives of farm associations and methods were developed to provide relief for farm taxpayers commensurate with the extent to which farmers, with their relatively high investment in land, bore a heavier property tax burden than most other taxpayers. A standard relief of 25 per cent of their taxes was found to be the most equitable and the most administratively feasible approach. The program, operated under the Department of Agriculture and Food Act, is administered by this Department.

The fact that mine processing plants became taxable in 1970 made it necessary to adapt the system of payments made to designated mining municipalities in order to relieve property taxpayers of the burden they would otherwise bear. The new system was needed because some of the properties, in respect of which mining revenue payments had been made in the past, were now subject to taxation. Uncertainty as to the future of the municipal structure that will exist in areas where a large proportion of mining revenue payments are made, made it impractical to design a permanent system. Consequently a special system of payments for 1970 was devised.

A regional municipal grant was developed for regional municipalities in place of the municipal unconditional grant. The grant, the benefit of which is passed directly to the area municipalities, is designed to enable these municipalities to accelerate the provision of municipal services. It contains a separate element for the benefit of area municipalities with relatively sparse population, who are otherwise unlikely to receive an immediate improvement in services commensurate with the increase in their share of regional expenditures.

A special form of assistance for the District Municipality of Muskoka was designed. It consists of an environmental development grant which the district council may use at its discretion in the exercises of its powers for the purposes of planning and pollution control.

municipal reorganization

The financial provisions in the legislation setting up the District Municipality of Muskoka and the Regional Municipality of York, were developed. The financial operations of the existing regional governments were also kept under close review so that the appropriate statutory provisions can be developed in the light of experience.

borrowing services

A major research undertaking of the Section culminated in 1970 with the enactment of legislation (The Municipal Amendment Act 1970 No. 3) making available to the larger municipalities several types of debentures not previously authorized. In addition to the conventional instalment type of debenture, municipalities of not less than 20,000 population may now issue debentures refundable after 10 years; instalment debentures redeemable by lot; and fully registered debentures, with interest payable by cheque.

The Amendment also authorizes the issuing of sinking fund debentures under provisions more advantageous to the borrowing municipality than those previously in effect.

Municipalities of not less than 75,000 population, in addition to the forms of debentures noted above, may also borrow in any foreign currency, subject to the approval of the Lieutenant Governor-in-Council with respect to currencies other than those of Great Britain and the United States of America.

The above borrowing provisions for municipalities of over 20,000 population are complementary to legislation enacted in 1970 making the facilities of The Ontario Municipal Improvement Corporation available for the purchase of debentures issued for any municipal purpose by municipalities of less than 20,000 population. The Corporation now purchases debentures from these municipalities at interest rates comparable to rates received in the public market by larger municipalities of good credit standing. Formerly, debentures were purchased for a limited number of purposes, and at interest rates higher than those prevailing in the market.

This change in the emphasis of OMIC substantially increased applications to the Corporation for the purchase of debentures. To help the municipalities in arranging the sale of debentures to the Corporation, the assistance which the Branch commenced extending to them informally in 1969 has been placed on a

systematic basis, similar to the procedures followed in connection with the Ontario Education Capital Aid Corporation. In the last four months of 1969, 33 applications to OMIC, totalling \$5,288,788, were received and processed by the Branch.

The Section continues to administer the day-to-day business of The Ontario Education Capital Aid Corporation with the individual school boards and municipalities. Applications to sell debentures to the Corporation in 1970 were approximately 20 per cent lower, in number and amount, than in 1969.

The interest rate at which the Corporation purchased debentures during 1970 yielded between 8½ per cent and 8 per cent. As in previous years, the cost to the borrower is at least 1 per cent below the public market rate for municipal debentures.

Somewhat easier borrowing conditions developed in the public market during 1970, but the Branch continued to receive enquiries for advice on the marketing of debentures at the rate of two to three a week.

Research into additional ways and means of improving the competitive position of the municipalities in the capital markets is being continued, with a view to lessening the cost of money to the municipality and increasing its availability.

The 1969 edition of the ANNUAL SUMMARY OF FINANCIAL REPORTS OF MUNICIPALITIES was further refined from the new format adopted in 1968. The "Summary" has been divided into two volumes to improve appearance and introduce additional data. Both volumes now give a comprehensive review of municipal finance operations in Ontario. The restyled commentary in the "Summary" gives a narrative description and analysis of the contents of both volumes.

In the past, many complaints were received about the omission of data on municipalities whose audited financial reports were not received in time for publications. This led to a lack of continuity in the statistics. To deal with this problem, a "Supplementary" volume to the main "Summary" is being published showing the previously omitted data.

evaluation and reports

The 1969 edition of the ANNUAL SUMMARY OF FINANCIAL REPORTS OF MUNICIPAL ENTERPRISES was extended to cover the operations of transportation authorities in addition to the data on waterworks which was the main content in previous years. Several minor improvements in data and presentation were also incorporated.

The new handy sized publication SPOTLIGHT ON MUNICIPAL FINANCE IN ONTARIO, 1968 gives an overview of municipal financial statistics. It contains a narrative description of the financial operations of Ontario municipalities together with appropriate summary tables and graphic presentations. Produced primarily for the Provincial-Municipal Conference, it is anticipated that it will become an annual publication.

The format of the MUNICIPAL DIRECTORY was improved. Data on chief administrative officers and the telephone numbers of the municipalities were introduced for the first time. Some 11,000 copies of the Directory were made available in early March. Continuing increases in circulation indicate the usefulness of this handbook.

The Branch maintains a register of all provincial subsidies paid to local government authorities. The register details all grants classified by municipality and is compiled from returns made by provincial departments. The register is used frequently by those seeking an overall picture of the fiscal arrangements between the Province and its municipalities.

Various studies were undertaken during the year. They were not published as they were geared to limited audiences. Some of these studies were:

Population Analyses This is a summary of the population of each municipality broken down by certain specified age groupings. The information is extracted from the Returns of Assessment, Population and Area of a Local Municipality.

Debt Charge Analysis This analysis, prepared for the Dominion Bureau of Statistics, details debt charges by municipalities by the various functional groupings of expenditures. In conjunction with this exercise, other financial expenses such as contributions to reserve funds and capital expenditures out of current revenue were similarly defunctionalized.

Mill Rate Analysis This detailed study analyzes mill rates for each municipality together with comparative increases and other related data. The information is obtained from local levy by-laws which are filed in the Department.

Direct Debt Analysis This analysis details long term debt outstanding as to type of lender categorized by direct borrower.

The Evaluation and Reports Section continues to spend considerable time and effort generating data for research and report purposes. A back-up service is provided to other branches of the Department, other departments of the Government, governmental agencies, and the general public.

During the year, the Ontario Municipal Board, in pursuance of its statutory duty to review the requests of municipalities for the issuance of long term obligations, requested advice on the financial status of various municipalities where concern was expressed about the municipality's capacity to incur further debt. The evaluation detailed all aspects of the finances of the particular municipality and its financial inter-relationships with other boards and commissions. Such analyses are becoming more sophisticated as experience and research in the field are acquired.

advice
to
OMB

In February 1970, the Minister announced in the Legislature the signing of an agreement between the Province and the City of Toronto for the joint development of a simulation model of the City of Toronto. Consultants fees were shared equally and staff and equipment of both parties were utilized. The project was named PROMUS standing for Provincial-Municipal Simulator. Phase I of the project which established the feasibility of the approach was completed during the year. Six documents were produced which described the output of this phase of the project. The simulator is designed to aid decision-making; to outline the financial consequences of any course of action; to provide more informed judgement decisions on alternative courses of action. As such, the model will be designed to be used by all parties interested in municipal finance and will encourage better financial management policies in municipalities.

construction
of
simulation
module

transportation studies

In conjunction with the Department of Highways' transportation studies, the Branch undertook financial viability studies with a view to determining the financial feasibility of the transportation study conclusions. Such studies involved identifying all agencies relying to a greater or lesser extent on the property tax as a source of revenue, obtaining projections of future intentions, integrating these projections and evaluating their collective impact on the taxpayer. Local council was, therefore, in a better position to evaluate the plan and generate alternative courses of action if need be.

THE ONTARIO EDUCATION CAPITAL AID CORPORATION summary of debentures purchased

	number	1970	total purchases to date (1966-1970 inclusive)	
		amount	number	amount
Municipalities				
Metropolitan Toronto	5	\$49,487,000	21	\$184,263,000
Cities	10	7,304,000	166	140,124,000
Towns, Villages	10	3,005,000	251	89,336,000
Townships, Improvement Districts, Counties	5	732,000	425	155,583,738
School Boards				
County, City and District Boards of Education	112	88,311,000	124	104,520,000
Separate and Unorganized	70	46,887,000	393	165,718,000
TOTAL	212	\$195,726,000	1,380	\$839,544,738

Throughout the year, special studies were conducted into the finances of a number of municipalities for a variety of reasons. These included

special studies

- the Branch was the major contributor in a provincial study to evaluate the effect on several municipalities if the Federal Government ceased the payments made to gold mines under The Emergency Gold Mining Assistance Act. Subsequent to the presentation of this study to the Federal Task Force, the assistance paid under this Act was increased by the Federal Government thus maintaining the infrastructure of the dependent municipalities.
- the Branch participated in a major study to determine the debt position and financial viability of the Township of Elliot Lake.
- other miscellaneous studies were conducted on individual municipalities at the request of other branches of the Department, other Departments of the Government, members of the Legislature and of the municipalities themselves.

A continuous program of research and development was carried out during the year on evaluative criteria. Some main areas considered were the integration of public utility bills into tax package for each taxpayer in the municipality; the measurement of debt charges as the main determinant of debt levels; the fiscal relationships of municipalities with local boards and commissions; and the compilation of comparative statistics of evaluative criteria by different groupings of municipalities.

research and development

Local government reform is tailored to local needs and circumstances – for the City of Thunder Bay, municipal consolidation.



municipal organization and administration

focus

The Municipal Organization and Administration Branch promotes, develops and implements effective municipal government through

- ☐ general oversight and advice on municipal administration and special supervision as required
- ☐ study and examination of problems arising from current municipal organizational structures and procedures

Responsibilities include

- ☐ administrative and regulatory duties with respect to improvement districts, designated mining municipalities and certain other municipalities
- ☐ administration of the tax arrears procedures under The Department of Municipal Affairs Act
- ☐ provision of assistance and advice to municipalities, ratepayers and others in matters of municipal administration and organization, and the promotion of improved municipal standards of operation and procedure

Activities during 1970 included

- ☐ assistance in the implementation of the new municipal Regions of York and Niagara and the District of Muskoka
- ☐ participation in a Departmental task force study of the existing municipal structure in the Midland-Penetanguishene area as a possible basis for reorganization
- ☐ participation in the work of various committees, more particularly the Minister's Advisory Committee on municipal elections and the Select Committee on Election Laws
- ☐ the continuing promotion of improved standards of municipal operation throughout the Province.

Under The Municipal Act, all improvement districts are subject to Part III of The Department of Municipal Affairs Act, which provides for special Departmental jurisdiction under certain circumstances. There are, at present, 16 improvement districts in the Province. All but one—Bicroft—are located in the territorial districts.

improvement districts

During 1970, Branch officers gave guidance and advice to these municipalities concerning their corporate affairs and made periodic visits to them. In addition a Branch officer served as a member of the Board for the Improvement District of Bicroft until a local person could be found to fill the position and two officers served as Chairman and Secretary-Treasurer for the Improvement District of Renabie prior to its order for dissolution effective December 31, 1970.

Of particular interest was the Improvement District of Ear Falls, newly incorporated as of January 1, 1970. Officers of this Branch prepared all the by-laws for the Municipality and gave advice and information on all facets of municipal administration to the Secretary-Treasurer and the Board of Trustees. In special instances such as the preparation of the Voters' List for School Board elections, these officers took over the duties completely. In addition to assistance from the Branch's representative in Thunder Bay, an officer from Toronto spent approximately one week every month aiding the Municipality's officials.

This Township is still under the direct jurisdiction of the Department as ordered by the Ontario Municipal Board. However, its financial position continued to improve throughout 1970 under Branch guidance. During the year Department officials held several meetings with the Township council, its officials and the representatives of a mining concern about the possible development of an ore body in the area in 1971 which would give a needed boost to the local economy.

township of Chapleau

Included in the powers of municipalities to enforce tax collection are two methods or systems known as the "tax sale procedure" formerly under The Assessment Act and the "tax registration procedure" under The Department of Municipal Affairs Act. Effective January 1, 1970, the tax sale provisions of The Assessment Act were transferred to The Municipal Act.

tax arrears procedures

Both systems utilize the sale of lands in arrears of taxes as a means of recovering the taxes. However, direct participation by the Department is requisite only

under the tax registration procedure. The Branch approves documents submitted by the municipalities and certain School Boards having jurisdiction in unorganized territory in respect to several phases of procedure, including the registration of the land and its sale or other disposition, and also gives advice and direction as required.

During 1970 the Minister made regulations to provide for the use of the "tax registration procedure" in place of the "tax sale procedure" in 14 additional municipalities. As a result, 550 of the total of 909 local municipalities now use this procedure.

In order to facilitate the processing of registrations for municipalities and school boards in the Territorial Districts of Cochrane, Temiskaming and Nipissing all such files were transferred to this Department's Sudbury Office.

municipal advisory services

General advice and consultation on most phases of municipal operation is available to all municipalities throughout the Province on matters such as

- ☐ preparation of annual budgets
- ☐ tax levying and collection procedures
- ☐ procedures for the sale of debentures and the preparation of repayment schedules
- ☐ composition and structure of local councils
- ☐ conduct and procedures of council meetings
- ☐ filling of vacancies on councils and local boards
- ☐ election procedures
- ☐ annexation and amalgamation procedures
- ☐ preparation of resolutions and by-laws and the procedures relating to their adoption and enactment
- ☐ Provincial grants available to municipalities, boards and commissions

During 1970 officers of the Branch attended on request numerous meetings to discuss with municipal officials and local residents matters concerning annexations, amalgamations and the possible incorporation of new municipalities. Branch officers also participated in a number of meetings to discuss regional government as well as serving as observers, panelists, speakers and resource personnel at municipal workshops and seminars.

Amendments to The Assessment Act which allowed taxation of formerly exempt mining properties, e.g. smelters, required new regulations authorizing mining revenue payments for 1970 to 67 designated mining municipalities amounting to \$8,694,275 (some post year-end adjustments to certain payments may affect this total). The Branch advised the municipalities of their apportionment among the entitled local bodies. In addition, Branch officers examined and approved the annual budgets and levy by-laws of these municipalities.

The Towns of Latchford and Renfrew, as well as the Township of Caldwell and the Improvement District of Ear Falls were designated as mining municipalities and received payments for the year.

designated mining municipalities

This handbook contains a brief description of each of the grants and subsidies available to municipalities through the various departments and agencies of the Government. It was developed as a ready reference for the municipalities and the material is up-dated annually, or more frequently if necessary. A major revision was carried out in 1970 and the revised material distributed.

provincial grants book

Branch officers served as members or advisors to a number of committees concerned with municipal or related affairs, such as

- ☐ Implementation Sub-Committee of the Oshawa Area Planning and Development Study
- ☐ Interdepartmental Policy Committee on Lotteries
- ☐ Interdepartmental Committee on Indians
- ☐ Interdepartmental Committee on Abandoned Motor Vehicles
- ☐ Administrative Sub-Committee on Townsites

In addition a Branch officer is a member of the Mid-Western Ontario Regional Advisory Board which meets periodically to study and review the design for development in that area.

The Branch annually assists in reviewing proposed changes in legislation affecting municipalities and submits recommendations. Staff also participate in reviewing special committee or municipal association recommendations regarding legislative changes.

Members of the Branch served on the Inter-Branch Committee to deal with comments and suggestions, in respect to the Sudbury Area Study. The Committee made recommendations with respect to the report and these were submitted to the Minister.

committees

regional offices

Senior administration officers are located at the Department's composite regional offices in Thunder Bay, Sudbury, London and Perth. These officers serve the following areas:

Thunder Bay The Territorial Districts of Kenora, Rainy River and Thunder Bay, plus the Townships of Michipicoten and Wicksteed and the Improvement District of White River in the Territorial District of Algoma

Sudbury The Territorial District of Algoma (excluding Michipicoten, Elliot Lake, Wicksteed and White River), Manitoulin and Sudbury

London The Counties of Elgin, Essex, Huron, Kent, Lambton, Middlesex, Norfolk, Oxford and Perth

Perth The Counties of Frontenac, Lanark, Leeds and Grenville, Lennox and Addington, Prescott and Russell, Renfrew, the United Counties of Stormont, Dundas and Glengarry, and the Regional Municipality of Ottawa-Carleton

Increasing use of the regional office service is being made by the municipalities, other local bodies and the general public. An important part of this service is the field work, primarily involving advisory visits to the municipalities. To meet this demand in the North, two additional officers were added to this Branch's complement at the Sudbury office in 1970.

municipal elections committee

The Municipal Elections Committee, composed of elected and appointed municipal officials and established by the Minister in the fall of 1968 to study, evaluate and make recommendations to him concerning the present municipal election provisions, filed its report during February, 1970. Officers of the Branch acted as chairman and secretary respectively.

The report of this Committee was subsequently tabled in the Legislature by the Minister and later distributed to the municipalities and the municipal associations in order to obtain their comments and suggestions. Printing and distribution of the report was arranged by the Branch. Response from these and related sources has been good and comments continue to be received.

It is expected that proposals for legislation embodying new and revised procedures for the conduct of municipal elections will be based largely on the above and on the recommendations of the Select Committee on Election Laws.

Under The Regional Municipality of York Act, and The District Municipality of Muskoka Act, Branch officers were appointed Chief Returning Officers for the respective elections held on October 5, 1970.

These elections differed in certain important aspects from regular municipal elections, for example, the returning officer of each of the area municipalities instead of the judge was the revising officer with respect to the voters' list and certain of the procedures for preparation of the list were more flexible.

regional municipality elections

The Select Committee on Election Laws commenced its examination of the municipal election procedures during the early part of the year and its report is expected early in 1971.

As consultant to the Committee a Branch officer attended all meetings, prepared and submitted summaries, analyses and other material for the information and use of the Committee. He conferred and worked with the Chairman, the Committee's legal counsel and the Office of the Chief Election Officer in the preparation of proposed new legislative provisions for the conduct of municipal elections for possible inclusion as a schedule to the Committee's report.

select committee on election laws

During 1970 the Branch maintained close contact and was intensively involved in the administrative operations of The Moosonee Development Area Board as required by The Moosonee Development Area Board Act. A Branch officer made regular monthly visits to Moosonee, attended Board meetings and consulted with the Board members, providing advice and assistance to the Board's officers as required.

This includes the preparation of by-laws, assistance in conveyancing land from the Province to the Board under the supervision of the Law Branch, and advice and assistance on the normal day to day administrative facets of municipal government.

With the development of the airport at Moosonee operated by the Board this officer carried out continuing liaison on the Board's behalf between the Provincial and Federal Government Departments involved.

The Board provided for the installation of some water, sewage lines and roads. As funds for these projects are allocated by the Province, this Branch keeps close and continuing supervision over their expenditure.

Moosonee development area

Midland area study

In keeping with current policy to encourage municipal strengthening through restructuring, the Minister agreed to assist the six municipalities in the Midland area (Midland, Penetanguishene, Victoria Harbour, Port McNicoll, Tiny and Tay) in the appraisal of their existing organization and services and the identification of any problem areas. A Departmental task force composed of senior officers of several Branches including the Municipal Organization and Administration Branch is currently preparing a report for presentation in due course to a local Regional Government Review Committee as a basis for possible consolidation or other form of reorganization by the municipalities. Contact with the Regional Government Review Committee, coordination of task force activity and liaison with other government departments are maintained by an officer of the Branch.

provincial municipal liaison

A series of meetings were held between members of the Cabinet and the Municipal Liaison Committee, representative of the four major municipal associations.

- ☐ Ontario Association of Rural Municipalities
- ☐ Association of Ontario Mayors and Reeves
- ☐ Association of Counties and Regions of Ontario
- ☐ Ontario Municipal Association

These meetings resulted from the Prime Minister's statement of the Government's policy regarding provincial municipal cooperation and partnership made at the Provincial Municipal Conference at the Science Centre on April 24. The first meeting took place on June 16 and the last for the year on December 17.

The status and prerogatives of the Municipal Liaison Committee have yet to be clarified by the respective association executives. It is worthy of note that 1970 marked the first year in which the Cabinet was presented with recommendations jointly prepared by the 4 municipal associations, expressing the collective municipal viewpoint.

A Branch officer has been appointed by the Minister as Acting Liaison Officer. His duties, for the moment, include the arrangement of times, locations, agenda, etc. for meetings; the preparation and distribution of summaries of the discussions and the provision of other material to the Committee such as first reading copies of bills of the Legislature having to do with municipal affairs.

The reform of municipal government structure in the last several years has assumed two basic forms:

1. consolidation, utilizing the expedients of amalgamation and annexation, and
2. regional government, with companion restructuring of the local municipalities within the region.

Branch contribution in respect to the regional government program has, to date, been primarily directed to the implementation phase. During 1970 this entailed overseeing and coordinating the conduct of the elections for the new councils within the new municipal Region of York and the new municipal District of Muskoka as well as providing advice and guidance to local interim steering committees, organization committees (new councils-elect) and municipal officials on a variety of matters consequent upon such structural reform.

With the establishment of the Regional Municipality of Niagara, Mr. Royden Colter, former City Manager of the City of Windsor, was retained as the Department's special consultant-administrator to newly established regional municipalities.

Mr. Colter's services in the particular areas of administrative design and coordination are being made available to the Chairmen and Councils of the Regional Municipality of York and the District Municipality of Muskoka.

Throughout the year increased emphasis was placed on the encouragement and guidance of municipalities in matters of municipal reform generally and municipal consolidation in particular. While limited staff resources have kept more direct Branch participation to a minimum to date, the experience being gained in the conduct of the Midland-Penetanguishene Peninsula study, reported separately herein, may indicate the need and local acceptance of increased Departmental commitment in this regard in the future.

municipal government reform

Under The Municipal Corporations Quieting Orders Act, municipalities may apply to the Ontario Municipal Board for orders quieting any doubts respecting their boundaries, legal existence or corporate status. Although the Branch is no longer processing applications for the confirmation of municipal boundaries, it has built up and prepared boundary descriptions for most of the municipalities in south western Ontario. Information on boundaries is therefore available and municipalities and Government Departments have sought advice in this regard. The Branch has continued its efforts to bring to a conclusion contentious boundary problems that were brought out in prior Municipal Board hearings.

quieting orders program

Regional government coordinates planning and administration for closely related urban and rural areas.



municipal research

focus

The Municipal Research Branch has two main responsibilities

- ☐ to carry out general research in any area in which the Department of Municipal Affairs exercises responsibility, and to report the results of this research to the appropriate policy-making officials of the Department;
- ☐ to develop Regional Government proposals for various specific parts of Ontario.

In recognition of this dual role, the Branch was reorganized during 1970 into two sections, the Research Section, and the Regional Government Studies Section.

During 1970, activities of this Branch included

- ☐ assistance in the establishment of the Regional Municipality of Niagara on January 1, 1970
- ☐ assistance in the establishment of the Regional Municipality of York on January 1, 1971
- ☐ assistance in the establishment of the District Municipality of Muskoka on January 1, 1971
- ☐ continued research and study of local government structural reforms in other areas of the province
- ☐ preliminary work toward a systematic interdepartment program for research in the broad field of municipal affairs
- ☐ several studies on the present state and developing roles of local governments

research

The Research Branch has carried out specific studies on questions related to the responsibilities, organization and purpose of local government. On request, the Branch has provided advice on relationships between the system of local government in Ontario and policies of various provincial Departments. A review of local special-purpose boards was completed during 1970. Other studies into the statutory licensing powers of municipalities, bilingual municipal services, the mix of provincial-local responsibilities and federal-provincial relations with municipalities are underway.

By the very nature of the activities of the Department of Municipal Affairs, research programs in the Branch tend to be intergovernmental in nature and include matters that are of concern to many other Departments. To achieve a closer integration of the Branch's research activities, and broad governmental interests, a study was begun in 1970 to identify the issues of most immediate interest to the Department. Ultimately, a long-term research program will be defined in discussion with other Departments. The goal is to obtain agreement on a systematic program of research needed in the broad field of municipal affairs.

Studies of the economic and institutional characteristics of municipal units are prepared in all cases where major municipal reorganizations have been under discussion. This long-term program of the Branch is being continued in view of the potential implications of the Regional Development Program on the structure and organization of local government. The existing economic base and the potential for development, the fiscal base and organizational strength of a municipality are all closely related factors that need simultaneous study in the design of effective local government.

The Branch meets and exchanges information with other agencies and research bodies. In particular, members of the Branch represent the Department on committees connected with the province's regional development program, and the Oshawa Planning and Development Study.

The Branch represents the Government of Ontario on the Canadian Council on Urban and Regional Research, a joint public-private body which aids and directs urban research. One of the Ontario representatives on the Intergovernmental Committee on Urban and Regional Research is from this Branch. This Committee is a means of communicating technical research information among the eleven senior governments of Canada.

regional government studies

In 1968 the Government of Ontario adopted a policy of modernizing the structure of municipal government throughout Ontario in an effort to return more responsibility to local government. An integral part of this reform program is the establishment — on a phased basis — of regional governments.

Only after intensive provincial-local exploration of local problems and various alternatives are regional governments designed and implemented. In general, this process has four stages, although there will be local variations in almost every case. The Regional Government Studies Section is heavily involved in all of these stages.

Stage one consists of a basic review of the adequacy of the existing local government system in an area. This involves discussion and consultation between the Province and municipalities. It may take the form of a joint study, a series of joint meetings, a local study or a study such as the local government review under a provincially appointed commission.

Stage two the evaluation of the detailed study and the proposals coming out of the review and the presentation by the Minister of a preliminary proposal for reform to the municipalities in the potential region.

Stage three the development of a final proposal, based on extensive discussion between the Minister and local leaders and the response to the proposal in stage two.

Stage four the drafting and passing of legislation and establishment of the regional government.

On January 1, 1970, **The Regional Municipality of Niagara** went into operation, under the chairmanship of Mr. John Campbell. This was the first regional government to be established that incorporated significant boundary changes in its constituent local municipalities. This region was also the first to utilize the techniques of both direct and indirect election in selecting the Regional Council.

In York, an intermunicipal committee had been established in 1969, and its work continued into 1970. Chaired by a member of the Municipal Research Branch, this committee consisted of the Warden of York County and one representative from each local municipality in York County, as well as the Wardens of

Simcoe and Ontario County and a representative from Metro Toronto. The inter-municipal committee considered various aspects of regional government organization in York and in concert with the Minister laid the basis for the legislation which followed in June of 1970. **The Regional Municipality of York** became operational on January 1st, 1971, with Mr. Garfield Wright as chairman. This new regional council is formed by persons elected within their municipality to serve on both the local and the regional council. Local municipal consolidation was an important part of the reform, reducing the number of local municipalities from 14 to 9.

The District Municipality of Muskoka represented a new departure in the reform of municipal government in Ontario. Because of its small permanent population (27,000) and the area covered, it is referred to as a district municipality rather than a regional government. The area has been organized into a new two-tier government structure which consolidates the former 25 local municipalities into 6 new area municipalities. The District Council, under the chairmanship of Mr. M. A. Tibbett, is selected by the local councils from among their own members and includes the Head of each local council. The new District Municipality went into operation on January 1, 1971.

In the **Peel-Halton** area the intermunicipal committee established in 1969 continued its deliberations during the first part of 1970. Little progress was made, and in a statement on March 16, 1970 the Minister postponed action on Regional Government. However, committees of both the Peel and Halton County Councils are giving further consideration to the regional government issue.

Numerous briefs were submitted in response to the **Hamilton-Burlington-Wentworth Local Government Review**. The continuing debate over whether Burlington should be part of a Hamilton-centred Region or a Peel-Halton Region makes the decision on Burlington a pivotal one and it is apparent that changes in both regions will have an important relationship.

In 1970, both Brant County and the City of Brantford requested a local government review. The Minister is currently considering the scope of such a study.

The Waterloo Area Local Government Review was released in March, 1970 and subsequently numerous briefs were submitted to the Minister and these briefs have been under analysis by the Section.

The Sudbury Area Study was completed in June, 1970. The Section has been studying the subsequent briefs submitted to the Minister. A proposal by the Minister is in preparation.

The local Government Review component of the **Oshawa Area Planning and Development Study** (OAPADS) continued in 1970. Discussion papers on regional government alternatives were prepared and given wide distribution in January, May and August, and briefs were received and hearings held by the Local Government Study Principal in the fall of 1970. A final report on regional government is expected from the executive committee of OAPADS early in 1971.

Throughout the year, members of the Section have taken part in many local seminars, panels and meetings in every part of the Province in which the principles behind local government reform and regional government were discussed.



Maintenance of older neighbourhoods requires the same care and attention as the planning of the new.

municipal subsidies

focus

The Municipal Subsidies Branch administers the grant, subsidy and loan programs for which the Department is responsible. This is achieved by

- ☐ maintaining a thorough knowledge of those Acts and Regulations which authorize payment of the subsidies and, where necessary, recommending amendments;
- ☐ keeping abreast of the related administrative and accounting practices of the municipalities and the Province;
- ☐ developing the policies and procedures used to administer the subsidy programs and preparing instructional material for distribution to the municipalities and sectors of the general public;
- ☐ maintaining liaison with federal, provincial and municipal officials concerning all aspects of the program;
- ☐ verifying claims submitted by the municipalities and local boards. In many cases, this includes an examination of their accounts and records.

During 1970, activities of this Branch included the administration of

- ☐ the residential property tax program, designed to reduce the burden of municipal and school taxes on all eligible homeowners and tenants in Ontario;
- ☐ a new program created to ease the pressures of municipal and educational taxes on farmers;
- ☐ a new assistance program to provide the elderly with relief from taxes;
- ☐ unconditional grants to assist municipalities with the cost of providing local services.

THE RESIDENTIAL PROPERTY TAX REDUCTION ACT was passed in 1968. The Basic Program was designed to reduce municipal taxes for the individual ratepayer, and relieve the regressivity of realty taxation. Under the program, the municipality reduces taxes levied by mill rate for municipal and school purposes on eligible residential property. The Province reimburses the municipality for the amount by which taxes are reduced and, in effect, pays the first part of the taxes on each eligible residential property. Homeowners receive the tax reduction directly on their tax bills, while tenants receive a tax reduction allowance from their landlords for the separately assessed premises they occupy.

The Act was amended during 1970 to provide a simple two-part formula for calculation of the 1970 reduction. Each eligible householder is paid a sum of \$30 plus 10 percent of the average residential taxes in the municipality. This new formula gives fairer assistance to all eligible householders, particularly to homeowners and tenants in municipalities where the tax burden is heaviest. No residential property taxpayer is wholly excused from the payment of municipal taxes under the scheme because the amount of each tax reduction can never be more than 50 percent of total taxes.

The majority of households received a greater benefit in 1970 than they did in 1969 while some households received less. Compared with benefits received in 1968, the 1970 benefits decreased by no more than \$5 and increased by no more than \$15 for any taxpayer.

To ensure that homeowners, landlords and tenants were properly informed of their rights and duties under the program, an explanatory leaflet entitled ONTARIO RESIDENTIAL PROPERTY TAX REDUCTION SYSTEM FOR 1970 was produced and made available to the public at various locations in each municipality. Press and radio advertising was conducted and supported with information releases for the news media. Again in 1970, a special information group answered inquiries by letter and telephone from homeowners, landlords and tenants. The group helped resolve many disputes between tenants and landlords which otherwise might have resulted in court action.

During 1970 the Branch processed claims for reimbursement from 907 municipalities and 53 school boards in unorganized territories. This involved tax reductions amounting to \$141,241,000 made for the benefit of Ontario's 2,300,000 owner and tenant households.

Supplementary Tax Assistance for the Elderly was established by a second amendment to the Act in 1970 to alleviate the property tax burden for thousands of elderly persons across the Province.

An initial payment of \$50 was made in November to all elderly citizens identified by the Federal Guaranteed Income Supplement as being in special need of help in paying property taxes or rent. Recipients of the initial \$50 may make application for an additional payment of up to \$50 if on October 24, 1970, they lived alone or lived only with a spouse who did not receive the Federal Guaranteed Income Supplement and were eligible to receive the 1970 basic shelter rebate, or lived with a spouse who was so eligible. Applications for additional payment must be made before December 31, 1971.

A maximum of \$100 in tax assistance is given to each household maintained by an elderly couple in receipt of the Federal Guaranteed Income Supplement. At December 31, 1970 \$11,967,000 had been paid to 239,400 elderly citizens of the Province and it is estimated that \$5,200,000 in additional payments for 1970 will be processed during 1971.

FARM TAX REDUCTION was a new program established during 1970 under The Department of Agriculture and Food Act to ease the burden of municipal and education taxes on farm land. Rebates were provided to farm owners to the amount of 25 percent of their net 1970 municipal tax bill. This amount is roughly equivalent to the assessment only against the farm land for municipal and educational purposes.

The program is administered by the Department of Municipal Affairs while funds totalling over \$20 million have been allocated from the budget of the Department of Agriculture and Food. Owners having land of 11 acres or more receive a cheque automatically. Owners of farm property less than 11 acres, prior to receiving their tax reduction cheque, are requested to return an application certifying that the gross income from their property in 1970 was \$2,000 or more.

Since the program is designed to benefit the farming community, if a property ceases to be assessed as a farm before or during 1970, payment received for 1970 must be refunded with interest at 8 percent per annum. Because of this feature some owners seeing imminent non-agricultural use of their farm land, have declined to participate in the program.

In co-operation with the Department of Agriculture and Food, an information leaflet was produced for inclusion with the cheque or application mailed to each farm owner. Advance information concerning the new program was sent to municipal offices and the northern offices of the Department of Mines and Northern Affairs in addition to all the county or district offices of the Department of Agriculture and Food. To further broaden the information base of the program, advertisements were inserted in appropriate newspapers and magazines and press releases provided news of payment progress.

THE MUNICIPAL UNCONDITIONAL GRANTS ACT authorizes the payment of two different subsidies:

The Unconditional Per Capita Grant This grant, based on a determined population, assists municipalities with the cost of providing municipal services. A schedule in the act sets out the rates payable to all municipalities. The grant, which now ranges from \$5 to \$7.50 per capita, must be applied to reduce the taxes levied against residential and farm assessment.

Hospitalization of Indigents This annual grant is calculated at 80 percent of the municipality's statutory payments to hospitals and premiums paid to the Ontario Hospital Services Commission in the previous year on behalf of indigent persons.

Where a District Welfare Board is established, the grant entitlement is payable to the Board rather than to the constituent municipalities. Grants were made to six District Welfare Boards in 1970.

Payments under The Municipal Unconditional Grants Act for the year ending December 31 (in thousands of dollars)					
	1966	1967	1968	1969	1970
Unconditional Per Capita Grant	26,080	37,753	42,077	42,880	45,380
Hospitalization of Indigents	2,013	1,947	2,169	2,541	2,775
TOTAL	28,093	39,700	44,246	45,421	48,155

THE ASSESSMENT ACT authorizes payments under two programs:

Payments to Mining Municipalities Entitlement for these payments, based on mining revenue in the municipality, is determined by the Municipal Organization and Administration Branch.

Tenant-Occupied Provincial Property Tenants are directly liable for municipal taxes on Crown property rented from the Province. Under arrangements made with the municipalities, taxes are paid by the Province acting as agent for the tenant and the tenant reimburses the Province in rentals paid.

Payments under The Assessment Act
for the year ending December 31
(in thousands of dollars)

	1966	1967	1968	1969	1970
Payments to Mining Municipalities	5,869	7,946	8,651	9,582	8,956
Assistance for Regional Assessment*	281	587	675	1,949	—
Assessment in Unorganized Territories*	122	275	404	550	—
Tenant-Occupied Provincial Property	160	884	684	651	467
TOTAL	6,732	9,692	10,414	12,732	9,423

*Program discontinued in 1970

THE MUNICIPAL TAX ASSISTANCE ACT authorizes payments to the municipalities in lieu of taxes on certain Provincial properties, to be determined at the commercial mill rate for general municipal purposes.

A municipality is generally entitled to a payment in lieu of taxes on land and buildings owned and occupied by Ontario and used for legislative, executive and administrative purposes. Payments in lieu of taxes are not made to municipalities on land and buildings used for a number of purposes, such as: education, hospitalization, reform institutions, parks, forests, and certain types of public use.

Payments in lieu of taxes amounted to \$4,049,000 in 1970.

THE DRAINAGE ACT authorizes a municipality to construct, improve, repair and maintain a drainage works and to finance and rate its costs against the benefitting owners. It also authorizes the payment of a grant to a municipality in respect of assessments against agricultural lands in the municipality.

The grant entitlement is 33⅓ percent if the drainage works is in a county, and 66⅔ percent in a district or provisional county. Where a drainage works is in a territory without municipal organization, the Province may pay an amount up to 80 percent of the assessments against the benefitting agricultural lands.

During 1970, \$3,996,000 was paid on 1227 applications for a grant submitted from 172 municipalities.

Under **THE PLANNING ACT** the Province may enter into an agreement with a municipality to provide assistance towards the cost of urban renewal. The Ontario share of the assistance is equal to 25 percent of the eligible cost of the project while Canada, under separate agreements, provides 50 percent of such cost.

During 1970, the Province provided \$4,924,000 to 150 municipalities under the program.

OTHER GRANTS AND SUBSIDIES administered by the Branch are:

☐ Assistance Towards Orderly Development in Unorganized Territories — This grant provides assistance towards the cost of planning and development with respect to certain unorganized areas of the Province.

☐ The Whirlpool Rapids Bridge Act and the Lewiston-Queenston Bridge Act — payments under these Acts are made in lieu of taxes on bridge property owned by the Province.

Payments under Other Subsidies
for the year ending December 31
(in thousands of dollars)

	1966	1967	1968	1969	1970
Assistance towards Orderly Development in Unorganized Territories	232	202	96	101	—
The Fire Departments Act and The Police Act*	697	828	44	—	—
The Whirlpool Rapids Bridge Act and The Lewiston-Queenston Bridge Act	—	—	56	56	56
Other	11	13	17	—	—
TOTAL	940	1,043	213	157	56

*Program discontinued in 1968

THE MUNICIPAL AND SCHOOL TAX CREDIT ASSISTANCE ACT which came into force January 1, 1967, established a system of loans to assist elderly homeowners in paying their real estate taxes. A person, 65 years of age or more, who uses the real property as his personal residence and is the owner or the owner's spouse, is eligible to receive this assistance.

Assistance is made by the municipality through the granting of a tax credit of one-half of the realty taxes imposed with respect to residential or farm property, to a maximum of \$150 per year. A lien is registered against the real property as security for the loan and the municipality is reimbursed by the Province. The amount of the tax credit is normally repayable to the Province when ownership of the property is transferred.

During 1970, 97 municipalities processed 3,106 applications for loans amounting to \$436,000.

Summary of Municipal Grants and Subsidies
for the year ending December 31
(in thousands of dollars)

	1966	1967	1968	1969	1970
The Residential Property Tax Reduction Act:					
The Basic Program	—	—	107,986	122,660	141,241
Supplementary Tax Assistance for the Elderly	—	—	—	—	11,967
The Municipal Unconditional Grants Act	28,093	39,700	44,246	45,421	48,155
The Assessment Act	6,732	9,692	10,414	12,732	9,423
The Municipal Tax Assistance Act	2,448	2,449	2,955	3,487	4,049
The Drainage Act	391	1,247	1,822	1,894	3,996
Winter Works Incentive Program*	10,278	9,659	8,600	1,809	—
The Planning Act	1,208	1,681	2,220	5,585	4,924
The Confederation Centennial Act*	—	8,758	2,500	608	—
Other	940	1,043	213	157	56
TOTAL	50,090	74,229	180,956	194,353	223,811

* amounts by program year including Federal contributions. Program discontinued in 1968

** includes Federal contributions. Program finalized in 1968.

Summary of Loan Programs

for the year ending December 31
(in thousands of dollars)

	1966	1967	1968	1969	1970
The Municipal and School Tax Credit Assistance Act Loan Advances	—	233	413	398	436
Municipal Works Assistance Program*					
Loan Advances	36,515	41,549	20,272	12	—
Forgiveness Granted	2,185	12,157	10,668	3	—

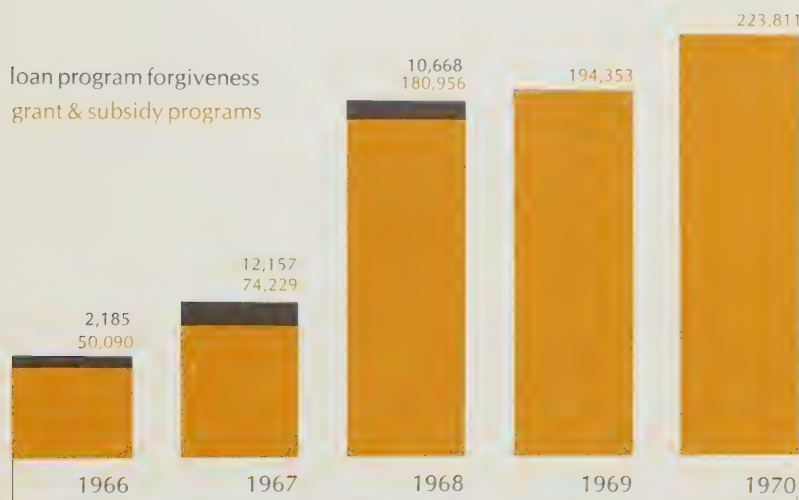
*Program finalized in 1968

Under the 12 grant, subsidy and loan programs administered in 1970, \$224 million was transferred to municipalities and sectors of the general public as subsidies and grants and \$436,000 was loaned.

Comparison of funds transferred to municipalities under grant, subsidy and loan programs

by calendar year

(in millions of dollars)



Core area renewal in Hamilton includes an educational administration building, commercial tower, banking pavilion, theatre auditorium and arts centre.



administration and finance

focus

The Administration and Finance Division is responsible for development and proper management of all the administrative, financial and personnel programs and their associated activities necessary for the functioning of the Department.

It is also responsible for the provision of all services to operating management for which there is a common need throughout the Department, Ontario Municipal Board and Assessment Review Court.

To perform these functions, the Division consists of three branches, Personnel Branch, Accounts Branch and Administrative Services Branch.

During 1970, major activities of the Division included

- ☐ assimilation of some 2000 new personnel of the Assessment Division into the Department
- ☐ introduction of a coordinated staff development program
- ☐ initiation of a management financial information system
- ☐ provision of supplies and services at increased levels under rapidly expanding conditions

administrative services

The Administrative Services Branch consists of six sections: Purchasing & Supply; Printing & Reproductions; Mail & Messenger Service; Library; Records Management; and Accommodations & Communications.

Purchasing & Supply This section purchases new equipment, furnishings, and supplies, and expedites orders for the Department.

Printing & Reproductions Approximately 8,000 requisitions were processed in 1970 ranging from form letters to complex reports. This section reorders and expedites shipments to meet Department requirements. The printing co-ordinator maintains the municipal mailing file for use by the Department, as well as other Departments.

Mail & Messenger Service This section processes Department mail and messages and reservations for Department cars.

Library The library is a reference centre for staff, government departments, municipal officials, ratepayers, municipal consultants, universities, librarians, and the public. A total of 27,500 books and reports in the fields of municipal law, finance, assessment administration, town planning, and history are supplemented by 250 periodicals and newsletters, a selection of Dominion Bureau of Statistics material, more than 1,700 maps, newspaper clippings, and files on the history of municipal incorporations in Ontario.

The Library bulletins published in 1970 included

- ☐ lists of dissolutions of municipalities and police villages in Ontario;
- ☐ a monthly list of annexations and incorporations of Ontario municipalities;
- ☐ a weekly list of summaries of municipal court cases;
- ☐ a monthly list of recent accessions;
- ☐ twenty-two special subject lists;
- ☐ Municipal Conferences in 1970;
- ☐ publications issued by the Department;
- ☐ Acts administered by the Department;
- ☐ Composite Township List and Improvement District List.

Special indexes kept by the library include: Ontario Regulations (updated weekly); Ontario private acts (since 1867); Municipal association index; Provincial Parks index; Unincorporated Place index; Police Villages index; and an index of changes in status of Ontario municipalities.

Records Management This section acts as custodian for all Department data correspondence, records and reports and provides information, on request, to Department and authorized persons. Over the past fiscal year, 62,368 requests were processed for administration (21,216); community planning (26,780); official plans (5,740); subdivisions (1,456); miscellaneous (6,136); and bonding officers and authorized persons (1,040).

Accommodations & Communications This section processes all additions, relocations, and renovations to new and existing premises used by the Department. The extensive telephone communications network is continuously being revised to accommodate the Department's requirements.

personnel

With the transfer of some 2,000 Municipal Assessment staff to this Department on January 1, 1970, the Personnel Branch was immediately involved in classifying positions for pay purposes then reviewing qualifications for assignment to the various positions. Personnel records were completed for each person and service dates established on the basis of continuous municipal service. A number of grievances were received early in the year as a result of the transition period and Branch representatives worked with the Regional Office and C.S.A.O. staff to resolve these. Only one was processed to a grievance hearing.

The Branch assisted Staff Relations in the negotiation of agreements covering assessors, community planners and librarians and has consulted with them on a number of occasions on employee relations matters.

A Staff Development Officer was engaged in June and groundwork for a departmental program was laid. Civil Service and outside courses are being coordinated and employee participation has increased significantly. An orientation program for new employees was started and, after several successful sessions, will be continued in the coming year.

A review of positions allocated to the Departmental Accountant series was undertaken in conjunction with the Pay and Classification Standards Branch. This resulted in organizational changes in the Accounting, Finance, Accounts and Subsidies Branches in which personnel officers participated.

In spite of the problems involved in the training of new staff, our Records Section managed to integrate its filing system, transferred to a Visi-Record history card system and implemented an internal data processing system to reflect personnel data changes. A Procedure Manual for the use of Head Office staff and another for Regional Office Managers was written in conjunction with the Systems Development Branch.

accounts

The expansion and restructuring of the Branch continued during 1970. The Budgets and Internal Audit functions were transferred to the Branch to improve its role as a central control and advisory agency. Much of the year was also devoted to staff development. In addition, two new programs were initiated—a management financial information system and computerization of the Branch's record-keeping activities.

These activities have enhanced the Branch's capacity to meet its objectives of:

- ☐ ensuring the operating personnel of the Department receive the accounting and financial support necessary to permit them to perform their functions effectively; and
- ☐ performing the role of custodian of the Department's assets.

The Branch achieved greater ability in:

- ☐ processing accounts, subsidies, grants and travelling expenses;
- ☐ controlling Department expenditures and revenues in accordance with Government policies and regulations;
- ☐ controlling, processing and summarizing payroll information and related data;
- ☐ controlling the assets of the Department;
- ☐ maintaining an effective management financial information system within the Department;
- ☐ counselling Department personnel on payroll matters and financial matters relating to their respective activities;
- ☐ ensuring the availability of sufficient funds to enable the Department to meet its financial obligations;
- ☐ preparing the Department's annual estimates and other required forecasts and reports;
- ☐ evaluating and maintaining the systems, procedures and controls with regard to the accounting function of the Department.



systems development

focus

The Systems Development Branch is responsible for optimizing the use of Department systems and resources, promoting the use of inter-departmental facilities, and providing a systems consulting service to municipalities.

Studies are made into the design, development and feasibility of various general and computer systems. Methods and techniques are researched and the Department's data processing controlled and coordinated. Workshops and education and training programs are conducted for Department and municipal personnel.

Activities of the Branch, during the past year, included

- ☐ assisting the Personnel Branch and Accounts Branch in updating and simplifying work procedures;
- ☐ developing data processing requirements for the Assessment Division;
- ☐ processing the first stage of a tax policy system for the Municipal Finance Branch;
- ☐ projects for the Community Planning Branch on the use of computers for preliminary analyses of surveys and research questionnaires.

The Systems Development Branch was reorganized in mid-year and a plan prepared to meet the short term and long range demands of the Department. This plan is presently under consideration by senior management.

The Systems Development Branch either undertook directly, or managed the technical resources for, numerous projects during the year. These included:

Assessment Recommendations were made on the immediate and the future data processing requirements of the Assessment Division. Reducing processing costs was a dominant factor for such a high volume system. Specialist advice was given on a number of related matters such as forms and computer printouts.

Municipal Finance The first stage of a tax policy system was completed for the Municipal Finance Branch to help the Branch determine the effects of reassessment and extrapolate numerous possible fiscal policies. Other projects for this system are in the feasibility study stage.

Community Planning Projects for the Community Planning Branch were primarily concerned with the use of computer capabilities for preliminary analyses of special surveys and research questionnaires.

Administration and Finance The Branch assisted the Personnel and Accounts Branches in updating their procedural manuals and simplifying work procedures. A review was begun on a more sophisticated computerized personnel/pay system.

The nucleus of a data entry and control unit for the Department was established with the installation of a keypunch. Development is continuing.

As a member of the Computer Services Advisory Board, the Systems Development Branch assisted in the guidance and planning for the Computer Services Centre.

Research and Development consisted primarily of investigating data processing software packages, designed to reduce programming costs and to permit the user to interface more directly with the computer. A number of systems were tested.

The development of a systems standards program was initiated. The first step, a Systems Manual, should be available in the near future. Other projects included in this general area are the design of a forms control system and a departmental manual system. A Records Management program was commenced with specific concentration on records classification and scheduling. A number of projects were completed with excellent cost improvements.

publications

assessment

ASPECTS
HANDBOOK OF COST FACTORS
DATA COLLECTION CODE BOOK (1968)
APPRAISAL NOTES FOR THE ASSESSOR (1968)
ENUMERATION 70 — a manual for enumerators
MULTIVARIATE ANALYSIS AND RESIDENTIAL PROPERTY VALUATIONS

community planning

ONTARIO PLANNING NEWSLETTER
SELECTED REPORTS ON COMMUNITY PLANNING
SO YOU WANT TO SUBDIVIDE — subdivision procedures
HERE TODAY. . . HERE TOMORROW — urban renewal procedures
THE MAINTENANCE OF PROPERTY — a program for Ontario

municipal accounting

MUNICIPAL FINANCE MANUAL (1968)
A GUIDE FOR THE MUNICIPAL AUDITOR (1970)

municipal finance

1970 MUNICIPAL DIRECTORY
SPOTLIGHT ON MUNICIPAL FINANCE IN ONTARIO
SUMMARY OF FINANCIAL REPORTS OF MUNICIPALITIES (1969)
SUMMARY OF FINANCIAL REPORTS OF MUNICIPAL ENTERPRISES (1970)

municipal organization and administration

PROVINCIAL ASSISTANCE TO MUNICIPALITIES, BOARDS AND
COMMISSIONS

municipal research

LOCAL GOVERNMENT REVIEWS: SUDBURY AREA STUDY (Kennedy, 1970)
KITCHENER-WATERLOO (Fyfe, 1970)
NORTHERN ONTARIO (Pearson, 1969)
MUSKOKA (Paterson, 1969)
HAMILTON-BURLINGTON-
WENTWORTH (Steele, 1969)
REFORM OF MUNICIPAL GOVERNMENT IN ONTARIO — REPORT NO. 2

information services

Responsibilities of the Information Section include keeping the public aware of Department policies and actions and co-ordinating Department activities which affect the relations of the Department with the general public or with special public groups.

During the year, activities focussed on preparing speeches and radio scripts for the Minister, Deputy Minister and others. These were distributed to media and to interested individuals and agencies. Material was also gathered, written and edited for news releases, statements for the Legislature concerning Department activities, articles for Progress Editions, forewords for various booklets, Christmas messages, material for directories, and the Department Annual Report.

Liaison with the news media, municipal organizations and the general public was an important activity. Although news media liaison is maintained on a day-to-day basis, special arrangements were made for the Minister in Thunder Bay, York and Muskoka in connection with the new regional governments, as well as in the Waterloo and Sudbury areas.

Staff attended and reported on workshops operated by the Association of Counties and Regions in Cornwall and Guelph.

Other activities include maintenance of a clipping service; maintenance of biographies and pictures of Department staff, provision of information and assistance by correspondence and telephone, arrangements for press conferences, distribution of local government review reports, files analysis and reorganizations, and collection of up-to-date material on government activities in other Departments.

Publications may be obtained from the Ontario Government Bookstore or by contacting the information section



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